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ABSTRACT

This report is an examination of implementation efforts in reference to the Recommendation Concerning the Status of Teachers, set up in pursuance to decisions taken at the 14th Session of the General Conference of UNESCO (Paris, Oct.-Nov. 1966) and the 167th Session of the Governing Body of the International Labour Office (ILO) (Geneva, Nov. 1966). The terms of reference of the Joint Committee of Experts established by these two organizations were to examine the reports received from governments on action taken by them regarding the Recommendation and to report thereon to the ILO and UNESCO. In accordance with the decisions taken jointly by the two specialized agencies, a questionnaire was constructed in two parts; (A) General questions, concerning information on the main changes in the status of teachers which have occured since 1969, in law and practice, particularly as regards the essential provisions of the Recommendation; and (B) Specific questions, requesting more detailed information, covering the following fields: (1) preparation of primary school teachers; (2) pedagogical preparation of secondary school teachers; (3) teacher involvement in educational change; (4) trade union rights and collective bargaining; (5) employment and career of teachers; and (6) social security. Replies were received from 72 of the 144 member nations. Due to the inadequacy of responses to the general part of the questionnaire, the committee found it difficult to make useful comparisons of reported changes over the period and acknowledged this difficulty in its report. Detailed summaries of the specific questions contained in part two of the questionnaire are presented with accompanying data. (MB)

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International Labour Office

United Nations Educational, Scientific and Cultural Organization

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Third Session, Geneva 8-19 March 1976

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INTERNATIONAL LABOUR OFFICE

UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION

JOINT ILO/UNESCO COMMITTEE OF EXPERTS ON THE APPLICATION OF THE RECOMMENDATION CONCERNING THE STATUS OF TEACHERS

(Third Session, Geneva, 8-19 March 1976)

REPORT

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INTRODUCTION

1. This report is submitted by the Joint ILO/UNESCO Committee of Experts on the Application of the Recommendation concerning the Status of Teachers, which was set up in pursuance of decisions taken at the 14th Session of the General Conference of UNESCO (Paris, October-November 1966) and the 167th Session of the Governing Body of ILO (Geneva, November 1966). The terms of reference of the Committee of Experts were to examine the reports received from governments on action taken by them on the Recommendation concerning the status of teachers and to report thereon to the Governing Body of ILO and the General Conference of UNESCO.

2. At their session in the autumn of 1967, the Governing Body of ILO (170th Session) and the Executive Board of UNESCO (77th Session) decided that the Joint Committee should consist of 12 members designated and sitting in their personal capacities and appointed for three years with the possibility of renewal. The members of the Committee should be independent persons, chosen solely on the basis of their competence in the principal domains covered by the Recommendation, and should have a thorough knowledge of the problems which application of the Recommendation might pose, whether in respect of education, teacher training, school administration, terms of employment and working conditions, social security, legal questions, etc. Each organisation should, in principle, choose the experts for the domains falling mainly within its province, half of the members of the Committee being chosen by the Governing Body of ILO, on the nomination of the Director-General of ILO, and half by the Executive Board of UNESCO, on the nomination of the Director-General of UNESCO. The membership of the Committee should be as balanced as possible both from the point of view of geography and the varying systems of education and in respect of the spheres of expertise from its members.

3. The present members of the Joint Committee, appointed by the Executive Board of UNESCO and the Governing Body of ILO to serve until the end of 1976, are the following:

Mr. S.B. Adaval (India, Head of the Department of Education, Allahabad University)

Mr. Pablo Gonzalez Casanova (Mexico, Professor, National Autonomous University, former Dean of the University)

Hon. Rex Nettleford, O.M. (Jamaica, Director of Extra-Mural Studies, Director of Studies, Trade Union Education Institute, University of the West Indies)

Mr. Y.S. Kotb (United Arab Republic, former Rector of Ain Shams University, Abbassia, Cairo)

Mr. Pierre Laroque (France, President of the Social Section, Council of State)

Mrs. Ulla Linström (Sweden, former Member of Parliament; former Minister for Technical Assistance and Family Questions; Chairman of the Save the Children Federation of Sweden).

Mr. Frederic Meyers (United States, Professor of Industrial Relations, University of California)

Mr. K.V. Sizov (USSR, Rector of the Foreign Languages Institute)

Mr. Tatsuo Morito (Japan, President of the Central Council for Education; formerly Minister of Education)

Mr. Ben Morris (United Kingdom, Emeritus Professor of Education, University of Bristol; former Director of the National Foundation for Educational Research, Chairman, Institute of Human Relations, London)

Mr. Alassane N'Daw (Senegal, Professor of Dakar University)

Mr. José de Segadas Vianna (Brazil, former Minister of Labour, Industry and Commerce)

4. The Committee of Experts held its First Session in Geneva from 16 to 20 September 1968. It unanimously elected Mr. P. Laroque as its Chairman, Mr. Y.S.

Kotb, Vice-Chairman, and Mr. S.B. Adaval, Rapporteur. It held its Second Session in Paris, from 27 April to 8 May 1970. At its Third Session held in Geneva from 8 to 19 March 1976, it unanimously re-elected Mr. P. Laroque, Mr. Y.S. Kotb and Mr. S.B. Adaval to their respective offices.

Previous sessions of the Joint Committee

5. During its First Session (Geneva, 1968), the Committee adopted some decisions regarding its methods of work. It decided firstly, that, in addition to the reports presented by governments, it could take into consideration information on implementation of the Recommendation which might be received from national organisations representing teachers or their employers, and from international teachers' organisations having consultative status with UNESCO, without excluding information from other authoritative sources, it being understood that any such information referring to the situation in a particular country would be communicated to the government concerned for any observations it might wish to make thereon.

6. The Committee drew up a questionnaire to obtain information on the application of the main provisions of the Recommendation. This questionnaire was sent to the member States of both organisations. In addition, the Committee instructed its secretariat, made up of ILO and UNESCO staff members, to undertake a preliminary analysis of the information received in response to the questionnaire, and appointed a working group for the preliminary consideration of this material and of its analysis, with a view to facilitating the establishment of its report.

7. During its Second Session (Paris, 1970) the Committee examined the information received from 77 countries regarding the application of the Recommendation. It also took into account communications from three international teachers' organisations. Rather than make a critical analysis of the situation in each country, the Committee had endeavoured to evaluate the general situation with regard to the application of the main provisions of the Recommendation and to determine the major problems still to be overcome. The Committee ended its work by adopting a series of conclusions and recommendations. It considered that some provisions of the Recommendation still had not been fully applied by any member State. The Committee stated that the domains in which application of the Recommendation appeared satisfactory included the academic freedom of teachers and their right to organise and bargain collectively, and that of teachers' salaries. The Committee recommended that international surveys be conducted on these two questions.

Action taken on the Committee's report

8. The Committee's report was submitted to the 16th Session of the General Conference of UNESCO (October 1970), to the 181st Session of the Governing Body of ILO (November 1970) and to the 56th Session of the International Labour Conference (June 1971). The directing bodies of the two organisations approved the general conclusions of the Committee's report. They invited the Director-General of UNESCO and the Director-General of the ILO, respectively, to communicate the results of the Committee's work to the member States and teachers' organisations with the request that they promote the application of the Recommendation's provisions, particularly those mentioned in the Committee's conclusions. It also requested the Directors-General of the two specialised agencies to take the Committee's recommendation into account in their organisations' programmes. The directing bodies of the two agencies established a timetable for the next examination of the report on application of the Recommendation, planned for 1976.

9. The main international teachers' organisations (WCOTP, FISE, IFPTU, CSME) made considerable contributions to the dissemination and discussion of the Committee's report. They discussed it at their international congresses and their regional meetings in Europe, Africa, Asia and Latin America.

10. In compliance with the Committee's recommendations, the ILO has undertaken an international survey of teachers' salaries. UNESCO has conducted an international survey of the academic freedoms of primary and secondary school teachers. The two surveys are nearing completion.

Second examination of the reports from member States

11. In accordance with the decisions taken jointly by the two specialised agencies, a questionnaire to be sent to governments to permit a new study of the application of the Recommendation was to be drawn up by the two secretariats after written consultation of the members of the Joint Committee. It was to be more selective than the first and to be limited to those matters chosen in the light of the first reports from member States, examined in 1970. In accordance with these instructions and the opinions expressed by the members of the Committee, the two secretariats drew up a questionnaire in two parts:

A. General questions. This part requested information on the main changes concerning the status of teachers which have occurred since 1969, in law and practice, particularly as regards the essential provisions of the Recommendation.

B. Particular questions. This part, which requested more detailed information, covered the following fields:

I. Preparation of primary school teachers.

II. Pedagogical preparation of secondary school teachers.

III. Teacher involvement in educational change.

IV. Trade union rights and collective bargaining.

V. Employment and career of teachers.

VI. Social security.

12. This questionnaire was sent to the member States of the two organisations on 22 April 1974 with a request to reply before 15 January 1975.

Third Session of the Joint Committee

13. By 1 December 1975, 72 reports had been received from governments in reply to the Committee's questionnaire. These were received from:

Afghanistan
Algeria
Argentina
Australia
Austria
Bangladesh
Belgium
Benin
Brazil
Bulgaria
Burma
Byelorussia
Canada
Chile
Cyprus
Cuba
Democratic Republic of Germany
Denmark
Dominican Republic
Ecuador
Egypt
El Salvador
Finland
France
Federal Republic of Germany
Japan
Kuwait
Lebanon
Liberia
Malaysia
Malta
Mauritius
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Nigeria
Norway
Oman
Pakistan
Panama
Paraguay
Peru
Philippines
Poland
Sierra Leone
Singapore
Spain
Sri Lanka
Sudan
Sweden

Ghana	Switzerland
Greece	Syrian Arab Republic
Guyana	Thailand
Hungary	Turkey
Iceland	Ukrainian SSR
India	United Kingdom
Indonesia	United States
Iraq	USSR
Ireland	Venezuela
Italy	Republic of South Viet-Nam

14. Only replies received before 1 November 1975 were analysed in the report. The Committee noted that several of the reports did not contain all the information which it had hoped to receive.

15. The following countries did not reply to the questionnaire: Albania*, Bahrain*, Barbados, Bolivia, Burundi, Cambodia, Cameroon (United Republic of), Central African Republic, Chad, China, Colombia, Congo, Republic of Korea*, Costa Rica, Czechoslovakia, Ethiopia, Fiji, Gabon, Gambia*, Guatemala, Guinea, Guinea-Bissau*, Haiti, Honduras, Iran, Israel, Ivory Coast, Jamaica, Jordan, Kenya, Lao Republic, Lesotho, Libyan Arab Republic, Luxembourg, Madagascar, Malawi, Mali, Mauritania, Monaco*, Mongolia, Nepal, Nicaragua, Papua New Guinea, Portugal, Qatar, Romania, Rwanda, Saudi Arabia, Senegal, Somalia, Swaziland, Tanzania, Togo, Trinidad and Tobago, Tunisia, Uganda, Uruguay, United Arab Emirates, Upper Volta, Yemen, Yemen (Democratic), Yugoslavia, Zaire, Zambia.

16. In addition, information and observations from national teachers organisations were transmitted by the World Confederation of Organisations of the Teaching Profession (WCOTP), the International Federation of Teachers' Unions (IFFTU) and the World Confederation of Teachers (CSME). Their communications relate to the following countries: Federal Republic of Germany (IFFTU), Canada (IFFTU), Fiji (WCOTP), Gambia (CSME), Japan (WCOTP), Luxembourg (WCOTP), Netherlands (IFFTU), Nigeria (WCOTP and IFFTU), Uganda (WCOTP), United Kingdom (WCOTP) and Switzerland (WCTOP). In accordance with the decisions taken by the Joint Committee at its First Session, the information and observations relating to the situation in a particular country were communicated to the government concerned for possible comment. As the governments of Fiji, Gambia, Luxembourg and Uganda did not submit a report, the Committee used the information provided by the teachers' organisations for its analysis of the situations in these countries.

17. Except when otherwise indicated the Committee based its examination in the main on the official replies provided by the governments. Notwithstanding the care taken in analysing the replies and observations received, the Committee is aware that, owing in particular to the different approaches adopted by governments in replying to the questionnaire, mistakes may have occurred in interpreting the data supplied to the Committee.

Layout of the report

18. The analysis following this introduction consists of seven chapters dealing successively with the general questions and particular questions set out in the questionnaire, as indicated in paragraph 11 above. After this analysis will be found conclusions and suggestions formulated by the Joint Committee.

19. Apart from the replies sent in by States and the comments of the State and the organisations mentioned in paragraph 16, the only material used by the Committee was the relevant official information contained in documents of the United Nations, ILO and UNESCO.

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*Member state of UNESCO; not a member of ILO.

CHAPTER I

GENERAL QUESTIONS

20. The purpose of this section (Part A of the questionnaire) was to obtain information on the main changes concerning the status of teachers which had occurred since 1969 in law and practice (or since 1966 in the case of countries which had not replied to the 1969 questionnaire). Information was requested as regards the essential provisions of the Recommendation in the following areas:

- preparation for the profession and further education for teachers (Recommendation, sections V and VI);
- employment and career (Recommendation, section VII);
- the rights and responsibilities of teachers (Recommendation, section VIII);
- conditions for effective teaching and learning (Recommendation, section IX);
- teachers' salaries (Recommendation, section X);
- social security (Recommendation, section XI);
- the teacher shortage (Recommendation, section XII).

21. The following 22 States replied to this part of the questionnaire: Algeria, Australia, Benin, Burma, Canada, Denmark, France, Finland, Federal Republic of Germany, Ghana, Guyana, Italy, Japan, Lebanon, Malta, Niger, Oman, Sweden, Syria, United Kingdom, United States and Republic of South Viet-Nam. Of these, the following States had not replied to the 1969 questionnaire: Algeria, Canada, Malta and Niger.

22. The 22 countries listed above also replied to Part B of the questionnaire which asked for detailed information about the application of the Recommendation in six specific fields. The two sets of answers inevitably overlap to some extent. Most of the information is analysed in the chapters of the report which follow. The information received concerning shortages of teachers, a subject not dealt with in "Particular questions", is summarised below.

23. A certain number of reports, particularly from Third World countries, refer, as the Committee pointed out in its last report, to a shortage of teachers. Some countries in this group such as Niger, Algeria and Benin mention in their report the implications of the high birth rate for the training of teachers and the measures they have undertaken to keep pace with population growth. Some reports note, however, that there is no longer a shortage and there are even instances where the shortage has been replaced by a surplus of teachers. The terms "shortage" and "surplus" are not sufficiently clear, since they may reflect either a certain demographic situation or the inadequacy of the budgetary resources allocated to teachers' remuneration rather than an assessment of the situation with reference to a proper ratio of teachers to children of school age. The Committee is thus aware of the fact that a shortage of teachers may vary according either to the standards applied in the education system or to the number of jobs provided for in the education budget, or to the categories of teachers concerned.

CHAPTER II

PREPARATION OF PRIMARY SCHOOL TEACHERS

Introduction

24. When the reports from member States on the application of the Recommendation were first examined, the Joint ILO/ UNESCO Committee of Experts noted that, in many countries, the level of training for primary teachers was lower than the standards laid down in the Recommendation (para. 21) and it was of the opinion that this training should gradually be improved. This improvement is desirable, above all, in order to guarantee the quality of the education given to primary school pupils, who represent the majority of the school population. In addition, better training for primary school teachers would help to bring their status closer to that of secondary school teachers, both professionally and socially, and this would contribute to the harmonious development of education systems.

25. Under the terms of the provisions of the Recommendation (paras. 1[illegible], 20-21, 25-29, 31-37), the same general criteria concerning the level and content of teacher-training programmes should apply without distinction to primary and secondary teachers. To be accepted for initial training, a candidate should have completed secondary education and should show that he has the necessary personal qualities. Training should be given in establishments of post-secondary level and, fundamentally, should include general studies, specialised studies related to the subjects to be taught, professional studies and practice in teaching. The staff of training institutions should be qualified to teach at a level equivalent to that of higher education. Throughout their careers teachers should have opportunities for further education relating both to content and methods in their field of teaching.

26. The part of the questionnaire concerning this section accordingly aimed to determine how far the initial and continuing training of primary teachers met the standards laid down in the Recommendation. The information obtained from member States is set out below under headings based on the relevant provisions of the Recommendation.

Admission to training for primary teachers and level of such training

27. In the Recommendation (para. 14), the completion of secondary education is laid down as a requirement for admission to primary teacher training. Of the 67 countries which replied on this point, 25, i.e. 30 per cent, state that the education received by candidates before entering the training institution is at a lower level. These countries are as follows: Algeria*, Benin*, Chile (in part), Cuba*, Dominican Republic, Ecuador, Egypt (in part), Gambia*, Ghana* (in part), Indonesia, Italy, Lebanon, Liberia, Niger, Nigeria*, Panama, Sudan*, Switzerland (in part), Syria (in part), Thailand, Turkey, Ukrainian SSR (in part), USSR (in part), Venezuela*, Republic of South Viet-Nam*. In the countries marked by an asterisk, candidates have to take an entrance examination before being accepted by the training institution, and this can provide some guarantee as to the quality of the future teachers. The situation in Argentina, Guyana, Iraq and Paraguay which in the 1969 reports communicated that the criteria for admission were below the standards of the Recommendation, now meets those standards.

28. In several countries, the levels of recruitment and training of primary teachers have recently improved following reforms in the school system. As a resu[illegible] a growing group of relatively young teachers have received training of a level higher than that received by teachers in older age groups.

29. Table No. 1 illustrates this dichotomy of the teaching profession in certain countries. Statistics concerning the real level of training seem difficult to collect and many reports were not very explicit on this point. The table is based partly on replies to the questionnaire concerning the application of the Recommendation, and partly on data provided by UNESCO's Office of Statistics.

TABLE I

Initial training of primary teachers

(The data below is taken from an inquiry by the UNESCO Statistics Department in 1973)

Country	Total no. of teachers based on the statistics	Percentage of trained teachers at	
		secondary level	post-secondary level
Afghanistan	14 648	81.5	13.5
Australia	20 904	7.6	90.9
Bulgaria	*	*	27.4
Burma	74 266	96.0	4.0
Canada (Federal)	166 739	13.0	76.2
Cuba	60 132	35.5	64.0
Cyprus	2 269	*	100.0
Dominican Republic	15 216	20.0	1.0
Ecuador	24 471 (1971)	*	2.71
Egypt	97 375	9.2	85.5
Finland	21 201	35.0	65.0
Ghana	32 828	64.8	34.8
Greece	28 424	23.8	*
Guyana	4 485 (1970)	55.0	*
Kuwait	3 753	87.9	12.1
Liberia	3 522	24.0	*
Western Malaysia	46 155	12.5	86.6
Morocco	*	95.0	5.0
Niger	2 736	58.2	8.4
Nigeria	103 652	66.1	1.2
Pakistan	111 408	*	1-10.0
Poland	224 944	*	68.3
Singapore	10 858	4.7	95.3
Sweden	63 041	25.0	75.0
Thailand	179 456	*	12.0
Ukrainian SSR	87 373	80.0	20.0
United States	1 274 000	4.6	95.4
USSR	555 937	90.0	10.0

* No information available.

Duration of training

30. Most member States which replied indicated that the training given to their primary teachers is at post-secondary level. The duration of this training varies considerably as can be seen from the information, based on government reports, given below:

2 years: Argentina (since 1971), Belgium, Bulgaria, Ghana, Greece, Guyana, India, Iraq, Luxembourg, Mauritius, Morocco, Paraguay, Singapore.

3 years: Australia*, Cyprus, Denmark, Finland*, Federal Republic of Germany, Hungary, Iceland, India (lower classes), Indonesia, Ireland, Malta (since 1973), Netherlands, Peru, Spain, United Kingdom.[1]

4 years and over: German Democratic Republic, India (upper classes), Japan, Mexico, Norway, Philippines, Poland, United Kingdom (Scotland), United States of America.

Training institutions for primary teachers

31. The Recommendation (para. 25) lays down that the staff of training institutions for teachers of all categories should be qualified to teach in their own discipline at a level equivalent to that of higher education. The teachers responsible for training teachers should have experience of teaching in schools and refresh this by schoolteaching practice.

32. The information supplied does not permit any judgment on progress toward the first goal mentioned in the preceding paragraph. The great majority of countries state that staff responsible for the training of primary teachers are required to possess third-level diplomas. In several instances, it is acknowledged that not all such staff possess the required diplomas: only 34.6 per cent in Ecuador, 80 per cent in Afghanistan, 95 per cent in New Zealand and in Finland. A number of teachers in the following countries do not hold third-level pedagogical diplomas: Australia (Tasmania) (17 per cent), Sweden (50 per cent). In addition, teacher educators in the following countries have qualifications which are not as high as third-level diplomas: Bangladesh, Cuba, Denmark, Ghana, Niger. Since third-level diplomas represent different levels from one country to another, the Committee considers that it is not in a position to assess to what extent the recommendation is implemented with regard to this point.

33. Teaching experience is generally required, five years being the minimum period in most cases (8-10 years in Greece and Ecuador). Such experience is not required in New Zealand. Research work is sometimes a necessary qualification, as in Burma, Ireland, Liberia, Poland, Singapore. In Hungary, a teacher must have a knowledge of Marxism-Leninism and be ready to participate in the pupils' out-of-school activities. In Burma, he has to take an interest in the life of the community and play an active part therein.

34. Among the characteristics of a good teacher-training institution, the Recommendation (para. 26) mentions research work on education and teaching methods for various subjects in which both staff and students should participate. The following countries were the only ones to reply that no research work was done in their primary teacher training institutions: Denmark, Dominican Republic, Guyana, Liberia, Malaysia, Mexico, Netherlands, Syria. The following countries state that research work is undertaken in most training institutions: Algeria, Argentina, Belgium, Bulgaria, Canada, Cuba, Ecuador, Egypt, England and Wales, Finland, German Democratic Republic, Federal Republic of Germany, Ghana, Greece, Hungary, Iceland, Ireland, Japan, New Zealand, Paraguay, Philippines, Poland, Scotland, Spain, Sweden, Tasmania, Turkey, Ukraine, United States, USSR. The following countries indicated that research is undertaken in only a few training institutions: Afghanistan, Bangladesh, Burma, Chile, Cyprus, France, Ireland, Lebanon, Malta, Morocco, Norway, Pakistan, Peru, Singapore, Sri Lanka, Sudan, Switzerland, Thailand, Venezuela.

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[1] The 1969 reports of the countries marked with an asterisk indicated a two-year duration.

35. According to the reports, student teachers take part in research in the following countries: Afghanistan, Algeria, Argentina, Bangladesh, Belgium, Bulgaria, Canada, Chile, Ecuador, Egypt, Finland, France, German Democratic Republic, Federal Republic of Germany, Ghana, Greece, Hungary, Iceland, Ireland, Japan, Lebanon, Malta, Mauritius, Morocco, New Zealand (occasionally), Norway, Pakistan, Paraguay, Peru (on pedagogical subjects only), Philippines (occasionally), Poland, Spain, Sri Lanka, Thailand, Turkey, Ukraine, United States, USSR.

36. The following countries did not reply to the question on research work in training institutions: Benin, Gambia, India, Indonesia, Iran, Kuwait, Luxembourg, Niger, Republic of South Viet-Nam.

Content of primary teacher training

37. Most reports specify what proportion of time in the total training period is devoted to each of its principal components: general education, specialised subjects, professional studies, teaching practice. The proportion of general education tends to be highest in countries where teachers are trained at secondary level: Algeria (45 per cent), Benin (38 per cent), Cuba (44 per cent), Dominican Republic (40 per cent), Ecuador (62 per cent), Pakistan (50 per cent), Sudan (62 per cent), Syria (38.6 per cent), Republic of South Viet-Nam (100 per cent for teachers for lower grades). However, this proportion is also relatively high in certain countries where training is given at post-secondary level: Burma (40 per cent), Canada (Quebec) (40 per cent), Denmark (38 per cent), Egypt (100 per cent for teachers for lower grades and 42 per cent for the others), Guyana (50 per cent), Kuwait (100 per cent), Lebanon (34 per cent), Malaysia (40 per cent), Morocco (60 per cent), Norway (40-70 per cent), Panama (60 per cent), Paraguay (40 per cent), Philippines (65.3 per cent), Sierra Leone (40 per cent). According to the reports from Afghanistan, Belgium, Chile, Federal Republic of Germany, India, Sri Lanka and Sweden, general education is not included in these countries' training programmes.

38. Specialised subjects predominate in the training programmes of a number of countries: Afghanistan (59-81 per cent), Australia (54 per cent), Bulgaria (53.8 per cent), Denmark (30 per cent), Finland (55 per cent), German Democratic Republic (41.9 per cent), Federal Republic of Germany (35-70 per cent), Hungary, (8-56 per cent, according to the level of the grades), Iceland (34 per cent), India (50 per cent), Indonesia (40 per cent), Lebanon (39 per cent), Morocco (30 per cent), Norway (15-30 per cent), Poland (70 per cent), Singapore (30.6 per cent), Sri Lanka (60 per cent), Sweden (40-55 per cent), Syria (36.1 per cent), USA (50 per cent), Republic of South Viet-Nam (35 per cent). These percentages illustrate the changes which have taken place in the qualifications required of primary teachers who, in an increasing number of countries, are acquiring a status more comparable to that of their colleagues in secondary education by teaching specialised subjects in the higher grades of primary schools.

39. The proportion of the total programme devoted to professional studies appears to amount in most countries to about 20 per cent. The proportion of the total average duration of studies of two years is particularly high in the following countries: Bangladesh 40 per cent, Burma 60 per cent, Chile 50 per cent, Dominican Republic 40 per cent, Hungary 72 per cent (lower grades), India 40 per cent, Indonesia 42 per cent, Iran 62 per cent, Ireland 60 per cent, Malta 50-75 per cent, Netherlands 60-65 per cent. On the other hand, less time is allotted to professional studies in a small number of countries: Australia (Tasmania) 12 per cent, Cuba 18 per cent, Finland 15 per cent, Liberia 12.5 per cent, Mauritius 10 per cent, Pakistan 10 per cent, Panama 14 per cent, Philippines 17.3 per cent, Syria 5.1 per cent. These percentages have different implications according to whether training is given wholly or in part at the post-secondary level (see paragraph 27).

40. The time devoted to teaching practice seems on average to account for 15-25 per cent of the total training programme in most of the countries which replied to the questionnaire. There are, however, some countries where teaching practice occupies a more important place in teacher-training programmes: Belgium 30 per cent, Mauritius 50 per cent, Singapore 33.3 per cent, Spain 40 per cent, Sweden 30 per cent (lower grades), Turkey 43 per cent. The reservation expressed in paragraph 39 also applies to the percentages given in this paragraph.

In-service training for primary teachers

41. The efficiency and professional reputation of primary teachers suffer considerably from the fact that a relatively high proportion of this category of teachers lacks the necessary qualifications. For this reason, the questionnaire tried to obtain information about the policy adopted by governments and the practical steps they have taken to remedy this state of affairs, as well as about the number of teachers, both men and women, who benefited from such measures in 1972/73. Two further questions were asked, as follows. What facilities are offered to teachers to enable them to enarge the scope of their work, seek higher qualifications or obtain promotion? What measures have been taken at national level since 1969 to enable primary teachers to keep up to date with their field of education as regards both content and methods?

42. The reports from Belgium, Cyprus, Greece, Iceland, Mexico, New Zealand, Spain, Switzerland, Philippines, United Kingdom and United States indicate that the problem of teachers under qualified in terms of the Recommendation, no longer arises in those countries. The following countries did not provide the information requested: Bangladesh, Benin, Cyprus, Ghana, India, Indonesia, Niger, Pakistan, Peru, Venezuela. The Committee points out that the following countries, when reporting in 1969, indicated that because of a shortage they intended to organise accelerated training for certain teachers: Costa Rica, Denmark, Ecuador, Finland, France, Ghana, Guatemala, Guyana, Japan, Lebanon, Liberia, Morocco, Philippines, Spain, Sudan, Switzerland, Thailand, Turkey, United States (in some cases), Venezuela, Republic of South Viet-Nam.

43. Lastly, mention should be made of those countries where teachers who qualified according to the standards prevailing at a certain period are now considered insufficiently qualified and are obliged to obtain further qualificions because of the introduction of new curricula. This is true, for example, of Bulgaria, Canada, Denmark, Hungary, Sweden and certain States in the United States, where all teachers who have not been trained at the most recent level have to enrol for refresher courses within certain time limits. Many developing countries are in a similar situation (Argentina, Chile, Ecuador, Iraq, Sierra Leone, Sri Lanka, Sudan, Syria, etc.).

44. The reports received show that wherever an appreciable number of underqualified teachers still exists, governments are taking systematic steps to help them acquire further qualifications. Some countries have adopted a plan whereby a fixed number of underqualified teachers with several years' service are admitted annually with state grants to training institutions (Bangladesh, Burma, Chile, Egypt, India, Kuwait, Morocco, Turkey). In other countries further training is provided partly in specialised establishments which run holiday courses spread over several years and partly by correspondence courses (Cuba, Ecuador, Malaysia, Panama, Ukraine). In France primary teachers whose training is incomplete follow a one-year course at a teacher-training college. In Dahomey educational advisers help insufficiently qualified teachers at their place of work and contribute in this way to their training. Travelling teams perform similar functions in Chile. In many cases, successful completion of a course of further training is the condition imposed for the renewal of a teacher's appointment (Canada) or his promotion. Measures progressively adopted have recently achieved the desired result of regularising the qualifications of all underqualified teachers in Singapore and Malta (1972) and in Ireland (1975). Iraq hopes to attain this objective in 1980. The reports from Cuba, Paraguay, Poland and Turkey mention that all underqualified teachers are obliged to undergo further training, material assistance being provided by the authorities. Several countries (Morocco, Sierra Leone) receive foreign aid for the further training of their teachers either in the form of help given by educators supplied by other countries or in the form of study grants.

45. One special kind of further training offers qualified teachers opportunities for obtaining additional qualifications enabling them to take on new responsibilities. Most reports describe measures calculated to facilitate the admission of primary teachers to higher levels of training. In some cases (Algeria, Australia, Cuba, Egypt, Greece, Japan, New Zealand, Sweden, etc.) this is a deliberate policy aiming to attract primary teachers to the higher levels of the education system. In many countries paid study leave is granted to teachers taking courses lasting from six months to one year in order to obtain higher qualifications (Afghanistan, Argentina, Australia, Bulgaria, Burma, Canada, Cyprus, Denmark, Dominican Republic, Finland, Federal Republic of Germany, Greece, Guyana, Hungary, Iceland, India, Iraq, Ireland, Kuwait, Liberia, Malaysia, Malta, Mauritius, New Zealand, Norway, Pakistan, Paraguay, Philippines, Singapore, Sudan, Sweden, Thailand).

46. At the same time, courses and seminars providing further training or an introduction to new methods are offered in most countries, the most notable examples being Algeria, Belgium, Morocco, Paraguay, Philippines. These are short programmes (one to four weeks). The use of radio for running training courses is reported by Australia, Benin, United Kingdom. Correspondence courses are mentioned by Benin, Federal Republic of Germany, Morocco, Ukrainian SSR. The practice of obtaining qualifications through study abroad is mentioned in the reports from the following countries: Canada, Denmark, Greece, Malta, Mauritius, Mexico, Paraguay, Spain.

47. While describing the further training courses designed to help teachers to acquire the full qualifications required for primary teaching or obtain higher academic qualifications, the reports give interesting information about continuing training courses available to all teachers. The aim of these courses is to encourage teachers to keep up to date as regards the content and methods of education and, generally speaking, to become aware of the significance of their function in the context of the evolution of education and the community to which they belong. In fact, such courses apply the concept of life-long education to the teaching profession. In some countries regulations allow teachers to devote a given number of days per year to personal studies of their choice (five days in Norway and Sweden; an unspecified number of days in Belgium and Turkey). In France every established primary school teacher in service has a "training credit" equivalent to one school year (36 weeks) which is counted as part of his career. In at least three countries permanent institutions have been set up to encourage the teachers' professional development; Denmark (the Teachers' College), Greece ("Didaskale") and Singapore (the Institute). Regional consultation centres are available to teachers in Poland, the United Kingdom and the USSR for the exchange of information and experience. In the majority of countries short courses are organised in the form of lessons, lectures, seminars and radio or television programmes which are designed mainly to assist teachers in keeping up to date with innovations in their field of education. In most cases these activities are organised by the educational authorities and by training institutions. In some countries teachers' organisations participate in planning such courses: France, Ghana, Ireland, New Zealand, the United Kingdom, the United States. Many countries are making a special effort to circulate educational journals free of charge among teachers (e.g. Argentina, Burma, Canada, Cuba, Cyprus, Egypt, German Democratic Republic, Hungary, Singapore, Sudan, Turkey, the United States, Venezuela). Generally speaking, we can say that the idea of "continuing education" for primary teaching staff has gained ground over the last five years and that the educational authorities are taking appropriate steps to help teachers continue their training throughout their careers.

48. Table II gives the statistics provided by certain member States with regard to participation of teachers in further training programmes. The figures given merely serve as a general indication. They cover various degrees of training and are not strictly comparable in view of the widely diverging situations they represent. Many countries stated that they did not have the statistics requested.

49. Relatively few reports indicate the respective numbers of men and women having benefited from training programmes. It so happens that, in those cases where figures are given, the number of women is lower than that of men. In view of the fact that in most countries that replied to the questionnaire more women than men are employed in primary teaching, we can draw the conclusion that the men's share of the benefit derived from further training courses for primary teachers is quite disproportionately large.

50. The great majority of reports give an affirmative reply to the question about the training of teachers in the use of new teaching techniques and the mass media. No such training is offered in the following countries: Bangladesh, Benin, Canada (Quebec), Turkey.

Relations between primary teachers and other branches of the teaching service

51. As the level of training of primary teachers rises, so the rigid separation traditionally existing between them and secondary teachers is tending to disappear. The Recommendation emphasises (paragraph 10(e)) that in the interests of education, which is a continuous process, close co-ordination should be developed between the various categories of teachers with regard to their professional and social status. One of the sections of the questionnaire aimed to obtain information about the progress of this co-ordination and co-operation at the level of training institutions, schools, individual teachers and teachers' organisations.

TABLE II

Participation in further training programmes by primary teachers in service in 1972-73

Country	Total number of primary teachers	Total all programmes		Duration of programmes		
		MF[1]	F	1 week 2 months MF	2-6 months	over 6 months
Afghanistan	14 648	519	242	-	-	761 MF
Algeria	...	(38 339 took courses - no duration specified)				
Australia*	20 904					800 MF Tasmania
Bangladesh	...	450			450 MF	
Bulgaria	47 798	6 570		6 570		
Canada (Federal)	166 739	250	220			470 MF
Cuba						(10 955 10 months (25 686 1 year (31 545 5 years
Denmark	47 314	5 861		5 861	8 194 MF	
Finland	21 201			6 000	500 MF	500 MF
France	184 325				27 000 MF	2 200 MF
Gambia	677				3-6 months MF	
Hungary	63 125	10 500	7 500		10 500 MF /7 500 F	
Iceland	1 383	713 MF		702		11 MF
Ireland	16 981	7 585		7 500		85 MF
Lebanon	...		5 012			
Liberia	3 522	306	87	86	40 MF/40 F	180 MF/47 F
Malaysia[2]	46 155	24 079	3 448	23 070 MF /2 930 F	930 MF/480 F	79 MF/38 F
Malta	2 385	4 MF				4 MF
Morocco	36 466					445 MF
Netherlands	50 182	11 410		11 410		11 718 MF
New Zealand	19 499	6 010		4 980	830 MF	200 MF
Niger	2 736	150	23	150/23		
Norway	22 303	27 200		26 000		1 200 MF 2/3 years
Paraguay	14 114	1 268			1 200 MF	68 MF
Poland	224 944	54 500		12 500		42 000 MF
Singapore	10 858	459	258		370 MF/212 F	89 MF/46 F
Spain	...	38 000				38 000 MF
Sri Lanka	...			574		
Sudan	24 257	8 304		5 090	2 894 MF	320 MF
Sweden	38 000	2 720		2 000	100 MF	620 MF
Thailand	179 456	9 534	of which 5 025 F	7 572 (3 698F)	1 395 MF (952 F)	567 MF (375 F)
Turkey	158 299			159 599		
United Kingdom	262 000			(3 680 (England (and (Wales (850 (Scotland (4 300 (Northern (Ireland	(874 (England (and (Wales (150 (Scotland	(2 211 England (and (Wales ((130 (Scotland
Venezuela	56 386	2 624			2 624 MF	
Republic of South Viet-Nam	62 013	5 972		5 972		

* Eleven per cent of the total number of staff attended further training courses (both full time and part time).

[1] Male-Female.

[2] West Malaysia.

... No information available.

52. The training of primary and secondary teachers is carried out in the same institutions in the following countries: Afghanistan, Canada (Federal and Quebec), Denmark (lower secondary education), Finland, Malaysia (since 1973), Malta, New Zealand (since 1975), Poland, Singapore, Sweden, Ukrainian SSR, United Kingdom, USSR. Some countries mention the joint training system shared by primary teachers with adult educators (Cyprus) and with literacy workers (Bulgaria, Egypt). Several countries draw attention to the preparatory measures being taken to establish a joint training system: German Democratic Republic, Pakistan, Philippines, Turkey. Co-ordinating councils have been set up by the educational authorities for this purpose in Ghana, Guyana, Hungary, Norway, Panama, Paraguay. It seems that where there is no formal structural integration, most countries find that co-operation is developing in practice among training institutions. In this respect further training courses are becoming a field of practical experience where the two categories of teachers can meet and co-operate (Argentina, Australia, Austria, Japan, Lebanon, Liberia, Morocco, Netherlands, Niger, Sri Lanka, Thailand, Venezuela). However, in the following countries no co-operation exists at this level; Bangladesh, Belgium, Benin, Ecuador, Finland, Greece, India, Ireland, Lebanon, Luxembourg, Spain, Sudan, Syria, Republic of South Viet-Nam. The following countries did not reply on this point of the questionnaire: Chile, Indonesia, Iraq, Mauritius, Oman, Peru, Syria.

53. Credit for promoting joint training and further training programmes for the different categories of teachers is due to the educational authorities. Some reports note that teachers' organisations are playing an active role in preparing the ground for the unity of the teaching profession. This is particularly evident in the following countries: Algeria, Argentina, Belgium, Bulgaria, Cuba, Fiji, Ghana, Guyana, Ireland, Italy, Japan, New Zealand, Norway, Malaysia, Malta, Pakistan, Poland, Singapore, Sri Lanka, Sweden, Switzerland.

54. According to many reports, co-operation frequently occurs between the two categories of teachers at the level of indidivual schools. In Iceland a teacher may work, within a specified district, both in a primary and in a secondary school. In Gambia secondary teachers regularly give assistance to teachers in primary schools. Joint participation by teachers from both categories in various community activities is mentioned in the following reports: Algeria, Bangladesh, Burma, Canada, Cuba, Dominican Republic, Ecuador, France, German Democratic Republic, Ghana, Greece, Guyana, Hungary, Malaysia, Mauritius, Mexico, Netherlands, New Zealand, Pakistan, Paraguay, Philippines, Poland, Singapore, Spain, Sri Lanka, Sweden, Thailand, Venezuela.

55. One way of promoting the "desegregation" of primary teachers is to set up teachers' organisations in which primary teachers are represented side by side with the other categories of educational personnel. According to the reports, organisations of this kind exist at present in the following countries: Algeria, Australia (Tasmania), Belgium, Benin, Bulgaria, Burma, Cuba, Dominican Republic, Ecuador, Gambia, German Democratic Republic, Federal Republic of Germany, Iraq, Lebanon, Liberia, Niger, Nigeria, Philippines, Poland, Sri Lanka, Switzerland, Turkey, Ukrainian SSR, United Kingdom (England and Wales), USSR. Reports from the following countries state that there are separate organisations for each of the two categories of teachers, while indicating that co-operation exists between them on professional matters. Australia, Canada, Cyprus, Denmark, Egypt, France, Greece, India, Malaysia, Mauritius, Mexico, Netherlands, New Zealand, Norway, Pakistan, Paraguay, Singapore, Spain, Sudan, Sweden, Switzerland, Venezuela, Republic of South Viet-Nam. The reports from Guyana, Luxembourg and Malta mention a lack of co-operation between the two teachers' associations.

CHAPTER III

PEDAGOGICAL PREPARATION OF SECONDARY SCHOOL TEACHERS

Introduction

56. It emerged from the examination of States' reports in 1970 that the quality of the pedagogical training of secondary school teachers did not, in many cases, meet the requirements of the Recommendation. The joint ILO/UNESCO Committee therefore recommended that particular attention should be given to improving the situation in this respect.

57. Sound theoretical and practical pedagogical training is essential today for secondary teachers who have to cope with an ever-increasing school population representing all sections of the community. Although in the still recent past, a secondary teacher's training consisted almost exclusively of the specialised subjects taught at university, it is now desirable to think of this training as striking a balance between specialised disciplines, on the one hand, and pedagogical theory and practice, on the other hand.

58. The Recommendation (para. 20) suggests that, fundamentally, a teacher training programme should include study of the main elements of philosophy, psychology and sociology as applied to education, the theory and history of education, comparative education, experimental pedagogy, school administration and methods of teaching the various subjects: practice in teaching and in conducting extra-curricular activities. The provisions of the Recommendation concerning further education for teachers apply, of course, to secondary teachers and cover, inter alia, the field of professional studies.

59. The purpose of the part of the questionnaire which dealt with this problem was to obtain information on the duration, content and quality of the pedagogical training of secondary school teachers at both the pre-service and the in-service stages.

Content of pedagogical training

60. Of the 68 countries which replied to this part of the questionnaire, 44 state that their training programmes include the pedagogical subjects mentioned in section II.2 of the questionnaire which reproduces the main points covered by the relevant provisions of the Recommendation. On the other hand, several countries indicate that some subjects are not included in the programme. This applies to the philosophy of education (Algeria, Benin, Burma, Iceland, Iraq, Liberia); comparative education (Algeria, Benin, Burma, Cyprus, Ecuador, Guyana, Iceland, Iraq, Luxembourg, Peru, Philippines, Sudan, United Kingdom, Venezuela); the sociology of education (Algeria, Chile, German Democratic Republic, Greece, Liberia, Luxembourg, Sudan); the history of education (Afghanistan, Algeria, Benin, Cyprus, Guyana, Iraq, Paraguay).

61. However, a great many reports specify other subjects which are not included in the Recommendation. Algeria, for example, mentions sport, music, handicrafts, cultural promotion work; Bulgaria: youth activities, the use of aids to technical education; Ecuador: the planning of education; Egypt: Arabic socialism; France: social anthropology; German Democratic Republic: school hygiene, oral expression; Japan: the theory of teaching; Malaysia: library organisation; Singapore: remedial education; Sri Lanka: education in Africa; United States: human growth and development. The following new subjects have been introduced by several countries: economics of education (Afghanistan, Netherlands, Poland, Singapore); group dynamics (Netherlands, New Zealand, Thailand); arts education (Algeria, Australia, Belgium, Japan, Sri Lanka, Thailand); revision of school curricula (Ecuador, Guyana); communication (Afghanistan, Malta, New Zealand, Singapore, Republic of South Viet-Nam); evaluation (Liberia, Paraguay, Peru, Singapore, United States); research techniques (Algeria, Turkey; audio-visual media (German Democratic Republic, Malaysia); academic and vocational guidance (Bulgaria, Peru, Philippines, Turkey, Ukraine, Republic of South Viet-Nam); pre-vocational education (Sri Lanka, Thailand).

Duration of pedagogical training

(a) Teachers for general secondary schools

62. Although the quality of training does not necessarily depend on its length, it is undeniable that information about the time spent on the pedagogical training of secondary teachers sheds interesting light on the relative importance attached to academic disciplines, on the one hand, and pedagogical subjects, on the other hand, in training programmes. The information supplied about teaching practice shows that it is generally considered to be an essential part of a secondary teacher's pedagogical training although its duration varies considerably from one country to another (see table III below).

63. In some countries, the training of teachers for the lower level of secondary education (pupils between 11 and 15 years of age) is shorter (2 years on average) than the training provided for students being prepared for upper secondary education (pupils between 15 and 18 years of age) and the proportion of the total duration devoted to its pedagogical component is different. The pedagogical training of upper level secondary teachers is shorter in Bangladesh, Netherlands (no pedagogical training) and Singapore. The following countries state either that it is equal in length to the training given to lower secondary teachers or that it is longer: Algeria, France, Federal Republic of Germany, Ghana, Guyana, Malaysia, New Zealand, Sudan, Turkey, United Kingdom, Republic of South Viet-Nam.

64. The ratio between the total duration of training and the duration of pedagogical training does not always emerge clearly enough from the governments' reports, particularly in the case of countries where pedagogical training is given concurrently with courses in specialised subjects (Bulgaria, Cuba, Dominican Republic, Fiji, Japan, Mexico, Sierra Leone). The countries which expressed the duration of pedagogical training as a percentage of the total duration of training programmes are listed in three groups in the following table (table III). The second column, applying to each group, indicates the duration of teaching practice.

(b) Teachers for technical secondary schools

65. The Recommendation (paras. 20-21) provides that the standards laid down for the pedagogical training of teachers must be applied without distinction to the training of teachers for technical secondary schools. It is further stipulated in the revised Recommendation concerning Technical and Vocational Education (UNESCO, 1974) that all types of training for technical and vocational education should aim "to maintain standards of education and professional preparation in vigour for the teaching profession as a whole and to contribute to the raising of these over-all standards".

66. Over half the replies from governments gave no information on this matter. The following countries stated that they provide no training for technical teachers: Gambia, Oman, Paraguay, Spain, Sri Lanka. The reports from the following countries show that the duration of pedagogical training (and teaching practice) is very much the same as for student teachers for general education: Austria, Bulgaria, Egypt, Guyana, Iceland, Malaysia, Netherlands, Peru, Philippines, Sierra Leone, Sweden, Thailand, Turkey, Uganda, United Kingdom. Whereas Afghanistan, Finland, Federal Republic of Germany, Hungary, Poland, Singapore and Republic of South Viet-Nam offer less thorough pedagogical training to student teachers for technical education than to those for general education, Malta, Morocco and Sudan feel that teachers in technical schools require longer pedagogical training than their colleagues in general secondary education.

Teacher training institutions for secondary teachers

67. Under the terms of the Recommendation (para. 25), staff teaching pedagogical subjects should be qualified to teach in their own discipline at a level equivalent to that of higher education. In this context, the purpose of question II.4 of the questionnaire was to elicit detailed information about the academic qualifications of teachers of pedagogical subjects. Almost all replies mention higher-level university degrees (Master's degree, doctorate) but it is difficult to determine in how many cases these degrees are awarded for studies in pedagogical disciplines.

TABLE III

Pedagogical preparation of secondary school teachers

Pedagogical preparation represents 40% or more of total preparation	Teaching practice in months	Pedagogical preparation represents 20-35% of total preparation	Teaching practice in months	Pedagogical preparation represents under 20% of total preparation	Teaching practice in months
Burma	3	Algeria	?	Austria (13%)	10
Benin	12	Australia	2	Finland (10%)	6
Chile (50%)	2-6	Bangladesh (30%)	2	Federal Republic of Germany	2
Cyprus (50%)	?	Canada (federal)	2-6	Greece (5%)	2.5
India (50%)	1.5	Canada (Quebec) (30%)	1.5	Hungary (8%)	5.5
Luxembourg	24	Egypt (30%)	2	Morocco (18%)	3
Malta (50%)	2.5-4	France	3	Norway (12%)	2
New Zealand	3-7	Ghana	1-1.5	Philippines (12%)	5
Paraguay (50%)	?	Guyana	2		
Peru (50%)	16	Iceland	?		
Singapore (69%)	6	Ireland	2		
Sri Lanka	2.5	Lebanon	1		
USSR (60-65%)	?	Liberia	5		
Republic of South Viet-Nam	2.5-5	Malaysia	3		
		Pakistan	1		
		Poland	1		
		Spain	14		
		Sweden	6		
		Thailand	3		
		Turkey	1-3		
		Uganda	2.5		
		United Kingdom (35-30%)	6		
		United States	4.5		

68. Most replies mention teaching experience as a necessary condition for becoming a teacher in a teacher training institution for secondary teachers. The length of practical teaching experience required is generally five years. In most cases, the teachers themselves are responsible for organising and supervising the teaching practice of their students, two exceptions to this rule being Canada (Quebec) and Denmark.

69. Studies and inquiries concerning pedagogical subjects form part of the activities of most training institutions in the following countries: Algeria, Argentina, Australia (Tasmania), Benin, Denmark, Ecuador, Egypt, German Democratic Republic, Federal Republic of Germany, Iceland, Italy, Lebanon, Liberia, Morocco, Norway, Poland, Sudan, Sri Lanka, Sweden, Thailand, Ukraine, United Kingdom, United States, USSR, Venezuela. The following countries state that pedagogical research activities are conducted in only a few training institutions: Afghanistan, Belgium, Burma, Canada (Quebec), France, Guyana, Malaysia, Malta, Mexico, Netherlands, New Zealand, Pakistan, Peru, Philippines, Singapore, Spain, Syria, Turkey, Republic of South Viet-Nam. Two countries replied that such activities are not undertaken in their teacher training institutions.

70. It can be assumed that participation by student teachers in research activities contributes to their theoretical training and gives an extra dimension to their practical class work. This explains why in the great majority of the countries mentioned above, students are regularly associated with the pedagogical studies and inquiries undertaken in their training institution. Students are not regularly associated with such work in the Federal Republic of Germany, Hungary, Malaysia, New Zealand, Syria, United Kingdom, and are not associated with it at all in Burma, Finland, France, Luxembourg.

Underqualified secondary teachers

71. A number of countries stated what proportion of the total secondary teacher strength was without any pedagogical training: Australia (30 per cent); Burma (24.3 per cent); Canada (Federal) (10 per cent); Canada (Quebec) (4.6 per cent); Ecuador (62.5 per cent); Egypt (24.7 per cent); France (19 per cent); Hungary (13 per cent); Indonesia (38 per cent); Liberia (50 per cent); Malaysia (8.7 per cent); Malta (10 per cent); Morocco (20 per cent); Poland (0.8 per cent); Singapore (3.2 per cent); Spain (10 per cent); Sri Lanka (30 per cent); Syria (58 per cent); USSR (7.3 per cent); Republic of South Viet-Nam (20 per cent). Bulgaria, the Federal Republic of Germany and Sweden report "a few cases".

72. Some reports mentioned a category of teachers who have received rudimentary pedagogical training falling short of the required standard. The following figures express the number of such teachers as a percentage: Australia (South), 34 per cent; Burma, 4.4 per cent; Canada (Quebec), 15 per cent; Cuba, 30 per cent; Dominican Republic, 31 per cent; Finland, 6.7 per cent; Ghana, 25 per cent; Indonesia, 40 per cent; Malta, 10 per cent; Mexico, 10 per cent; Morocco, 15 per cent; Poland, 3 per cent; Spain, 95 per cent; USSR, 0.4 per cent; Venezuela, 76 per cent; Republic of South Viet-Nam, 80 per cent.

Improvements in the pedagogical training of secondary teachers

73. Table IV, which is based on the governments' reports, shows, by country, the number of secondary teachers in service who were able to complete their pedagogical training in 1972/73. Various measures are taken by the authorities to encourage such complementary training: part-time courses: Afghanistan, Federal Republic of Germany, Iceland, Ireland, Liberia, Malaysia, Malta, Pakistan, Philippines, Poland, Singapore; evening classes: Egypt, Hungary, India, USSR; correspondence courses: Hungary, New Zealand, Sri Lanka, Ukraine, USSR. Full-time training is given by means of holiday courses in the Dominican Republic, Ecuador, Malaysia, Mexico, Norway, Sri Lanka. In Spain, an Institute for Educational Sciences and regional centres were recently established to provide accelerated pedagogical training.

74. Secondary teachers, whatever the level of their initial training, are required, quite as much as primary teachers, to keep up to date with their subject and with changes in teaching methods and techniques. Arrangements similar to those listed above are made in most countries so as to make it easier for secondary

TABLE IV

Number of serving secondary teachers who completed their pedagogical preparation in 1972/1973
(see paragraph 73)

(Figures as reported by the member States)

Australia	42 M	27 F
Bulgaria	1 700	
Burma	324 M	275 F
Canada PQ Fed.	2 500	
Chile	2 933	
Cuba	1 908	
Denmark	258	
Gambia	2	
Federal Republic of Germany	3 735 M	3 578 F
Ghana	328 MW	
Greece	11 832 MW	
Guyana	35 M	9 F
Hungary		210 F
Indonesia	5 167 M	1 085 F
Iraq	1 336	
Japan	336 (higher ed.)	236 (sec. ed.)
Malaysia	1 109 M	554 F
Malta	30 M	80 F
Morocco	70	
Norway	1 000 M	
Paraguay	154 M	
Poland	14 600	
Spain	9 640 MW	
Sri Lanka	3 627 M	2 156 F
Turkey	29 M	16 F
USSR	20% of the annual total	
United Kingdom (England and Wales)	8 000 M	11 000 F
Venezuela	400 MW	

teachers to pursue their "continuing training". In addition, the reports frequently mention "pedagogical days", week-end meetings and seminars. Study leave is mentioned by Ghana, Philippines, Sudan (abroad) United Kingdom, USSR.

75. Further training programmes for secondary teachers deal very largely with the problems of specialised disciplines. Since the survey was concerned with pedagogical training, it sought to ascertain what proportion of these programmes is devoted to pedagogical subjects, methods and techniques. The quantitative data provided by certain countries is as follows: 100 per cent of all further training programmes in Argentina, Chile, Dominican Republic, India, Philippines; 75 per cent in Ireland, Malta, Thailand, 80 per cent in Benin; 60 per cent in Burma, Cuba, Guyana; 30 per cent in Bulgaria, Greece, Republic of South Viet-Nam; 35 per cent in Ecuador, Iraq; 33 per cent in Poland; 50 per cent in German Democratic Republic; 25 per cent in Mexico; 15-20 per cent in Federal Republic of Germany; 40 per cent in Spain. In some countries, the pedagogical component of further training programmes is smaller: Federal Republic of Germany 18 per cent; Canada (Quebec) 5 per cent; Malaysia 5 per cent; and Turkey 0.6 per cent. The "almost total" absence of further training programmes is mentioned by Luxembourg.

76. The following topics are among those indicated as being most frequently covered by further training programmes: evaluation (Afghanistan, Argentina, India, Malta, Mexico, Morocco, Pakistan, Spain, Sweden, Thailand, Turkey, Republic of South Viet-Nam); academic and vocational guidance (Chile, Greece, Japan, Singapore, Thailand); learning theories (Australia, Ecuador, Guyana, Pakistan, Sri Lanka); educational technology (Argentina, Cuba, Dominican Republic, Ecuador, Guyana, Ireland, Netherlands, Philippines, Poland, Sweden, Thailand, Republic of South Viet-Nam); child and adolescent psychology (Guyana, Paraguay, Thailand, United States); school organisation and administration (Argentina, Australia, Chile, Cuba and Pakistan); psycho-social problems (Argentina, Poland, Sweden, United States); collective psychology and education (German Democratic Republic, Cuba); plastic arts and music (Japan); political science, psychology, pedagogy (USSR).

77. There were relatively few replies to the question on the number of secondary teachers taking part in further training programmes in 1972-73. Listed below are the figures given in the reports, showing the numbers of men and women respectively, where these are provided:

		Total number of secondary teachers
Australia	2 970 MF	60 925
Belgium	17 300 MF	-
Bulgaria	2 300 MF	25 143
Canada (Quebec)	8 000 MF	-
Chile	28 879 MF	-
Dominican Republic	650 MF	5 647
Federal Republic of Germany	over 125 000 MF	300 265
France	44 068 MF	304 681
Greece	11 832 MF (two-year programme, 77)	14 935
Guyana	35 MF	2 539
Hungary	9 200 MF	23 398
Iraq	70% M 30% F	15 478
Ireland	627 M 1 260 F	20 760
Japan	72 000 MF	476 016
Malaysia (West Malaysia)	520 MF	23 179
Malta	300 MF	2 174
Mexico	3 177 MF	119 683
New Zealand	1 950 MF	10 915
Norway	350 MF	33 382
Pakistan	750 M 522 F	83 664
Paraguay	154 MF	6 883
Philippines	112 MF	57 972

Poland	65 000 MF	169 841
Singapore	20 MF	7 505
Spain	25 000 MF	-
Sri Lanka	22 292 MF	-
Sudan	365 MF	9 353
Sweden	300 MF	53 600
Turkey	1 700 M	-
	400 F	
United States	38 889 M	1 055 000
	49 817 F	
USSR	759 000 MF	-
Venezuela	1 451 MF	33 474

78. Further training programmes are organised by various bodies in different countries. Several bodies frequently share this responsibility within one and the same country. The role of the educational authorities at the ministerial, local and regional levels is mentioned by: Afghanistan, Belgium, Burma, Chile, Dominican Republic, Ecuador, France, German Democratic Republic, Federal Republic of Germany, Guyana, India, Ireland, Japan, Luxembourg, Malaysia, Malta, Mexico, Morocco, Pakistan, Paraguay, Sri Lanka, Sweden, Turkey, United States. Some of these countries also mention educational establishments, including universities. These are referred to, in particular by: Afghanistan, Bangladesh, Canada, Finland, Ghana, Greece, Guyana, Hungary, India, Japan, Malta, Netherlands, Pakistan, Paraguay, Philippines, Poland, Sudan, Sweden, Thailand, Venezuela. Scientific and professional organisations contribute to further training activities in: Argentina, Belgium, Chile, Denmark, France, United Kingdom, United States; teachers' unions and organisations are mentioned by: Argentina, Belgium, Canada, France, Ireland, Switzerland. Lastly, specialised institutions have been set up in certain countries to deal largely or exclusively with the further training of teachers (sometimes catering for both primary and secondary teachers): Denmark, Federal Republic of Germany, Spain, Sri Lanka, USSR.

79. The quality of further training programmes naturally depends on the competence and experience of the personnel responsible for them. The reports reveal great diversity in the qualifications of such personnel. University professors and the staff of teacher training institutions for secondary teachers are mentioned most frequently. Very experienced teachers of repute also play a role, as well as "team leaders" whose function is to stimulate the active participation of the trainees. In addition to the staff regularly employed by educational institutions, people working in various professional fields are frequently called upon to give their services. The second major category responsible for the content of further training programmes is composed of specialists and officials belonging to the educational authorities, either at the level of the ministry of education or at the level of local and regional authorities. The "inspector's" function as defined in some countries is tending at present to become increasingly concerned with further training activities related to pedagogical disciplines and methods (Argentina, Australia, Belgium, France, Ireland, Morocco, Sri Lanka, Turkey, United Kingdom, etc.). Several countries refer to the help given in this field by foreign experts under bilateral or international aid arrangements (UNESCO): Afghanistan, Ecuador, Kuwait, Malta, Pakistan, Paraguay, Spain, Republic of South Viet-Nam.

CHAPTER IV

TEACHER INVOLVEMENT IN EDUCATIONAL CHANGE

Introduction

80. In the majority of countries, educational objectives, structures, content and methods are at present undergoing changes of varying magnitude. It is desirable that the teachers, in order to play an active part in these changes and apply them effectively in their day-to-day work at school, should be involved in the elaboration of new educational policies, in curriculum reform and in the modernisation of teaching methods. This need is clearly expressed in the Recommendation, firstly, by the active role it attributes to the teachers' representative organisations in the consultative procedures which should be set up by the authorities and regularly applied for all proposed changes relating to teaching and, secondly, by the emphasis it places on participation by teachers, both individually and collectively, in every attempt to improve the quality of education (paras. 9, 61, 62, 75, 76).

81. The object of section III of the questionnaire on this subject was to obtain information concerning effective teacher participation in the planning and implementation of changes in the educational system. The questions were aimed at defining the role played by both teachers' organisations and individual teachers in elaborating national education policy and the contribution made by teachers to the renewal of curricula and teaching materials and to the application of new teaching methods. One of the questions was designed to ascertain whether a country has any official regulations defining the principles of co-operation between teachers and authorities.

Teacher contribution to the elaboration and implementation of national education plans and policies

82. Many reports show that teachers' organisations are consulted at an early stage in the preparation of national education plans and policies; such is the case in the following countries: Argentina, Australia, Bangladesh, Belgium, Benin, Bulgaria, Canada (Quebec), Cuba, Cyprus, Denmark, Ecuador, Finland, France, Gambia, Federal Republic of Germany, German Democratic Republic, Greece, Guyana, Hungary, Iceland, India, Iraq, Ireland, Luxembourg, Malaysia, Mauritius, Mexico, Morocco, Netherlands, Nigeria, Pakistan, Paraguay, Philippines, Poland, Singapore, Spain, Sri Lanka, Sudan, Sweden, Thailand, Turkey, Uganda, USSR, United Kingdom, United States of America and Republic of South Viet-Nam. Although the report from Chile mentions consultations with a teachers' organisation, it does not appear, in the light of the considerations expressed in paragraph 103 of this report, that these consultations meet the conditions provided for in the Recommendation.

83. Participation of this kind in the process of educational change is obviously impossible in countries such as Afghanistan and Burma, where there are no teachers' organisations. Other countries in which it does not take place are Algeria, Dominican Republic, Federal Republic of Germany, Fiji, Japan, Kuwait, Lebanon, Liberia, Norway and Venezuela. Teachers in Algeria are invited to give consideration to <u>existing</u> plans and policies and to express criticisms if necessary. The reports from Oman and Peru leave this question unanswered.

84. In the majority of cases where consultation at an early stage does not take place, and in almost every case where it does, teachers' organisations have other ways of making their opinions known to the authorities. Representatives of teachers' organisations, side by side with representatives of the educational authorities, are often members of consultative bodies, general commissions (e.g. Ministry of Education councils) or specialised committees dealing with particular aspects of education (primary, secondary, teacher training, etc.). A particularly favourable setting for dialogue is provided by joint representation commissions with an equal number of teachers and school administration representatives. Such commissions exist in the following countries: Afghanistan, Algeria, Argentina, Australia, Belgium, Benin, Bulgaria, Canada, Cuba, Cyprus, Denmark, Ecuador, Egypt, Finland, France, Gambia, German Democratic Republic, Ghana, Greece, Guyana, Hungary, India, Iraq, Ireland, Japan, Kuwait, Malaysia, Malta, Mauritius, Mexico, Morocco, Netherlands, New Zealand, Niger, Nigeria, Norway, Pakistan, Paraguay, Philippines,

Poland, Singapore, Spain, Sri Lanka, Sudan, Sweden, Switzerland, Thailand, Turkey, Uganda, Ukrainian SSR, USSR, United Kingdom, United States of America and Venezuela. It seems that in many cases and in particular in Japan the teachers taking part in these commissions are not appointed by their organisations.

85. Several of the reports make mention of other means whereby teachers' organisations strive to influence the authorities with a view to achieving changes in the educational system. It is common practice for organisations to send the Minister for Education details of resolutions passed at their national congresses on topical questions in the field of education. Organisations in the following countries submit proposals to the authorities in the form of memoranda when the occasion arises: Argentina, France, Greece, Japan, Malta, Nigeria, Singapore, Sudan, Switzerland and Syria. In Sweden teachers send petitions to members of the Government. Teachers' organisations in other countries have taken it upon themselves to organise public discussions on educational reforms (Poland and the United Kingdom) and have used radio and television for this purpose.

86. A contribution of a more practical and continuous nature is made by teachers within the framework of technical committees established by school authorities for the purpose of carrying out specific tasks. Committees set up to revise school curricula call upon representatives of the teachers in many countries, such as: Australia, Canada, Cyprus, Denmark, Ecuador, France, Hungary, Iceland, Niger, New Zealand, Norway, Philippines, Poland, Sudan, Thailand, Turkey, Uganda, USSR and United Kingdom. Subcommittees dealing with particular subjects enjoy substantial teacher participation: Guyana (the teaching of reading), Gambia, Kuwait, Malaysia and Thailand (science and modern mathematics). Teachers in France take part in working groups when a plan or policy is being elaborated. Teachers also participate in the work of bodies responsible for preparing textbooks and other teaching materials (e.g. Bulgaria, Canada - Province of Quebec, Ecuador, Pakistan, Sierra Leone, Syria, USSR, etc.).

87. Most of the reports stress the fact that the teachers' role in committees set up by the Government is a purely advisory one. According to the reports of the following countries, however, teachers there have the right not only to advise but also to take decisions on certain matters on the same footing as the representatives of the authorities: Australia (South), Bulgaria, Cyprus, Ghana, Guyana, Iceland, India, Morocco, New Zealand, Nigeria, Philippines, Uganda and United States of America.

88. One or two reservations were expressed concerning the form and effectiveness of consultation between the authorities and teachers' organisations: "consultation takes place too late to be taken into account" (Canada); "the authorities display little interest in opinions voiced by teachers" (teachers from Luxembourg).

89. The Japan Teachers' Union deplores the fact that none of its representatives nor anyone proposed by the Union has been authorised to participate in the work of the committees responsible for the elaboration and implementation of educational policy. The Union adds that it believes it has contributed to the development of education in Japan, in spite of this situation, by means of approaches it has made to the national and local authorities. In its reply, the Government of Japan confirmed this situation and said that it does not consider the Union a professional teachers' organisation in terms of the Recommendation. However, according to the information available to the Committee, the Union is a representative Japanese teachers' organisation affiliated to the World Federation of Teachers' Unions. The Education Institute of Scotland (association of Scottish teachers) calls attention to the provisions of paragraph 75 of the Recommendation, which states that teachers' organisations should be consulted on "... on such matters as educational policy ...". On the basis of its own experience with the Scottish Education Department, the Institute fears that certain authorities may have a tendency to do the selecting of individual teachers for appointment to various committees, rather than allowing the organisations themselves to nominate their representatives. Moreover, the governmental reports do not always allow the position of the teachers to be determined.

90. Less than half of the reports confirm the existence of official regulations establishing the right of teachers' organisations to be consulted by educational authorities. Certain countries affirm, on the other hand, that a tradition of consulting the organisations is firmly established, the absence of official regulations notwithstanding (Australia, Canada, Ireland, New Zealand and

Republic of South Viet-Nam). Several countries have adopted official regulations in this matter during the past few years: Belgium (1971), Denmark (1971), 1973), Egypt (1974), Iceland (1974), Morocco (1971), Niger (1972), Norway (1970), Panama (1975), Spain (1970), Switzerland (1971) and United States of America (a large number of local agreements since 1969). In addition, the following countries' reports confirm the existence of official regulations: Australia, Bulgaria, Federal Republic of Germany, Finland, France, German Democratic Republic, Hungary, Kuwait, Netherlands, Philippines, Poland, Sweden, Syria, Turkey, United Kingdom and Venezuela. In Japan, the teachers' representatives are chosen as individuals, to the exclusion of members of the Japan Teachers' Union. The report from Chile refers to official regulations providing for consultations between the authorities and a "Order nacional de la Ensenañza". In the Committee's opinion, this body cannot be considered a teachers' organisation in terms of the Recommendation.

91. The governmental reports recognise the fact that teachers and their organisations have been responsible for certain important achievements at the national level in the field of education. For example, the outline of new educational structures in the following countries owes much to suggestions made by teachers: Argentina, Belgium, Benin, Bulgaria, Cuba, Egypt, Finland, Ghana, Guyana, Hungary, Nigeria, Pakistan, Poland, Sri Lanka and Switzerland. Educational innovations have been introduced at the instigation of teachers in the following countries: Denmark, Luxembourg, Pakistan, Switzerland and the United Kingdom. Several reports mention measures adopted in relation to training and working conditions for teachers as a result of suggestions made by their associations: organisation of educational practice (Federal Republic of Germany); in-service training programmes (France, Guyana, Iceland, Philippines and Republic of South Viet-Nam).

Teacher participation at a local level in the improvement of education

92. The questions included under this heading were aimed at obtaining information on the role played by teachers, individually or collectively, in the devising of new curricula and teaching methods within their own schools and local communities. Teacher participation at the local level in the elaboration of new school curricula, which was mentioned in many of the reports, reveals a decentralisation of the reform process and a growing range of opportunities for teachers to take part, individually or collectively, in various kinds of consultation. Opportunities of this kind occur in the following countries: Algeria, Australia, Belgium, Benin, Canada, Cyprus, Ecuador, Egypt, Gambia, Federal Republic of Germany, Ghana, Greece, Guyana, Hungary, Ireland, Lebanon, Malaysia, Mauritius, Mexico, Morocco, Netherlands, New Zealand, Pakistan, Paraguay, Poland, Singapore, Spain, Switzerland, Syria, Thailand, Uganda, Venezuela and Republic of South Viet-Nam. The report from Singapore emphasises the role played by individual teachers in evaluating new curricula.

93. Assistance given by teachers in preparing school textbooks and teaching materials is mentioned by the same countries and also by Cuba, Fiji, Iceland, Sri Lanka and the USSR. The reports from all these countries, together with the United States of America, also state that their teachers are free to select and adapt such teaching methods as they consider appropriate for use in their classes.

94. Some of the reports mention other kinds of contribution by teachers towards improving the quality of education. In Bulgaria, the Federal Republic of Germany and Malta, for example, teachers sit on pedagogical committees at school level; in Denmark, Nigeria and the United States of America, they are members of bodies responsible for local community education; committees concerned with new teaching methods and techniques are mentioned in the reports of the Federal Republic of Germany and the United States of America. Teachers in Ecuador take part in adult education programmes. Finally, in a number of countries teachers and their organisations make efforts to arouse public interest in educational matters by organising lectures, round-table meetings, etc.

95. The right of teachers to take the initiative in questions concerning the organisation, content and methods of education appears to have been a matter not so much for official regulations as for consultation and joint effort at the national level between teachers' organisations and the authorities. In some countries, however, official regulations do exist - sometimes in a highly elaborate form, as in Denmark, where the regulations revised in 1973 lay down terms of reference for

teachers' councils, the teachers' assembly and co-operation councils in upper secondary schools (in which "co-operation" relates to the relationship between teachers and pupils). "School regulations", aimed at meeting the same need, are being prepared in Cuba. The Canton of Geneva (Switzerland) has comprehensive regulations covering the position of teaching staff and teacher participation. Several countries refer to "charters" of teachers' rights and obligations, such charters apparently being drawn up by the authorities; these countries are: German Democratic Republic, Philippines, Poland and Turkey. In some other countries, such as Australia (certain parts) and Benin, teacher participation in the development of education is governed by ministerial circulars and instructions to headmasters and headmistresses.

Some results

96. First among the achievements at local level for which the governmental reports give credit to the teachers is their contribution to the drawing up of new school curricula. Teachers have played a leading role in working out new syllabi, especially for mathematics and science, in the following countries: Benin, Canada, Cuba, Cyprus, Iceland, Kuwait, Malaysia, Norway, Singapore and Turkey. The Union of Sudanese Teachers has set up its own committee for the development of new school curricula. Teachers in several countries have been authors of school textbooks, i.e. in Algeria, Cyprus, Ecuador, Federal Republic of Germany, Hungary, Pakistan, Singapore, Sri Lanka, Syria, Uganda and the USSR. In Australia (Tasmania), teachers were behind the creation of experimental schools and the introduction of "community studies". Community schools were founded in Poland following suggestions made by teachers. The United Kingdom report speaks of the part played by teachers at the regional level by participating in the work of the regional bodies ("area organisation") responsible for teacher training.

97. In the State of Massachusetts (United States of America) it is the teachers' association that decides on curricula and also recruits teachers and plans in-service training programmes. An interesting example of teacher contribution to the efficiency of the school system is given by Norway, where teachers have voluntarily agreed to increase the number of teaching hours within the existing timetables. Mention should also be made of a remark in the USSR report to the effect that the biggest contribution made by any teacher to the development of education is the quality of his teaching, which can be gauged by the proportion of his pupils who move up to the next level.

98. Several governments wished to express their appreciation of the contribution of the teachers and their organisations to the progress of education in their countries. The Government of Ghana for instance, stressed the intellectual contribution of the National Association of Ghanaian Teachers to the preparation of a reform of the teaching system and the establishment of a national teachers' service. The reports from Iceland and Switzerland stated that the principal innovations introduced to their respective school systems were mainly due to the initiative of the teachers' organizations. The Government of Singapore was gratified at the co-operation of the Teachers' Union in the main fields concerned with education: the drawing up of reports concerning educational planning and policy; revision of school programmes; preparation of textbooks and teaching material; collaboration in in-service training programmes for teachers.

CHAPTER V

TRADE UNION RIGHTS AND COLLECTIVE BARGAINING

99. The purpose of the questionnaire in this connection was to obtain information on the right of teachers to form and join organisations of their own choosing, negotiating procedures concerning conditions of work and employment, settlement of disputes between teachers and their employers, the participation of teachers' organisations in these activities, the right to strike and exercise of that right (paragraphs 82 to 84 of the Recommendation). These matters are regulated for workers generally, by the ILO Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87) and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98).[1]

100. The position as regards ratification of these two Conventions was as follows on 1 January 1976.

Have ratified both Conventions Nos. 87 and 98:

Albania, Algeria, Argentina, Australia, Austria, Bangladesh, Barbados, Belgium, Benin, Bolivia, Bulgaria, Byelorussian SSR, Cameroon, Central African Republic, Chad, Costa Rica, Cuba, Cyprus, Czechoslovakia, Denmark, Dominican Republic, Ecuador, Egypt, Ethiopia, Finland, France, Gabon, German Democratic Republic, Germany (Federal Republic of), Ghana, Greece, Guatemala, Guinea, Guyana, Honduras, Hungary, Iceland, Ireland, Israel, Italy, Ivory Coast, Jamaica, Japan, Lesotho, Liberia, Luxembourg, Mali, Malta, Mongolia, Nicaragua, Niger, Nigeria, Norway, Pakistan, Panama, Paraguay, Peru, Philippines, Poland, Romania, Senegal, Sierra Leone, Sweden, Syrian Arab Republic, Trinidad and Tobago, Tunisia, Ukrainian SSR, USSR, United Kingdom, Upper Volta, Uruguay, Yugoslavia.

Have ratified Convention No. 87 but not Convention No. 98:

Burma, Canada, Congo, Kuwait, Madagascar, Mauritania, Mexico, Netherlands, Switzerland, Togo.

Have ratified Convention No. 98 but not Convention No. 87:

Brazil, China, Democratic Yemen (Aden), Fiji, Haiti, Indonesia, Iraq, Jordan, Kenya, Libyan Arab Republic, Malawi, Malaysia, Morocco, Mauritius, Portugal, Singapore, Sri Lanka, Sudan, Tanzania, Turkey, Uganda, Venezuela, Republic of South Viet-Nam, Zaire.

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[1] The application of these Conventions by ratifying countries is regularly examined, on the basis of reports from governments, by the ILO supervisory bodies and in particular the Committee of Experts on the Application of Conventions and Recommendations (referred to subsequently as CEACR). This Committee makes observations in its annual report, which it presents each year to the International Labour Conference, to the governments of countries where the Conventions do not appear to be fully applied. Where its observations relate to matters affecting freedom of association of teachers as such or of workers who would normally include teachers, a brief reference to the relevant observation is given in a footnote. Similarly, footnote references are made to certain cases relating to teachers' unions considered by the ILO Governing Body Committee on Freedom of Association or by the Fact-Finding and Conciliation Commission on Freedom of Association, both of which are competent to examine complaints relating to freedom of association even where the government concerned has not ratified Conventions Nos. 87 and 98.

The right to form and join organisations of their own choosing

101. The first two questions put concerned the right of teachers to form and join organisations of their own choosing and the formalities relating thereto. The replies of Egypt, El Salvador, Fiji, Italy, the Sultanate of Oman and the Syrian Arab Republic gave no indications on these matters. The replies of the Dominican Republic and of Venezuela merely referred to the labour legislation or to the collective agreements in force. The reply of Afghanistan does not show clearly whether or not teachers enjoy the right to establish organisations of their own choosing, but points out that there are no teachers' organisations in the country. The replies of many countries, including Austria, Bangladesh, Benin, Ecuador, France, Ghana, Guyana, India, Morocco, New Zealand, Singapore, Sweden, Switzerland and the United Kingdom show that teachers have, in conformity with Convention No. 87, "the right to establish and join organisations of their own choosing".

102. There are very few countries in which this right is purely and simply refused them. The reply of Spain indicates that while teachers who are public officials are excluded from the general law concerning the right of association, they have the right, under the General Education Act, to form professional associations. It is added, however, that this law has not so far been implemented. In the United States, North Carolina law prohibits public employees from joining trade unions. The American Federation of Teachers has, however, members or branches in that State as in the State of Texas where there are also obstacles. In the Lebanon, as seems also to be the case in Thailand, teachers, who are public employees, are forbidden to form organisations. In Panama, the reply indicates that teachers are forbidden to join a trade union, but that they can freely establish organisations which require the prior authorisation of the Government before they can legally conduct activities.

103. In some countries, the free choice provided for in Convention No. 87 does not exist and the teachers are forced to join a particular organisation. This is the case in Burma where all teachers are members of the Workers' Council, one of the major class organisations of the Burmese Socialist Programme Party - the country's sole party.[1] In Chile, after several changes in the legislation in recent years, a single association of the teaching profession now exists under a Decree Law of 23 September 1974 - Colegio Nacional de Profesores - giving teachers a statute and rights apart from workers in general. All teachers are members of the Colegio.[2] In Spain, teaching personnel who are not public employees are compulsorily associated in the Union de Trabajadores y Tecnicos del Sindicato de la Enseñanza under the Trade Union Law of 14 February 1971. Other replies, however, do not establish with absolute clarity whether the existing organisation of teachers is "of their own choosing" or not. For example, Algeria simply says that teachers are members of the Federation of Workers in Education and Culture which acts as co-ordinator between teacher members and the school administration. Hungary points to the existence of a teachers' trade union, representing 96.8 per cent of teachers, but makes no reply with regard to freedom of choice in joining this union.[3] The

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[1] The CEACR has been making observations to the Government of Burma for a number of years, pointing out that this situation is incompatible with Convention No. 87 (see most recently Report of the CEACR, 1975, p. 102).

[2] The Fact-Finding and Conciliation Commission on Freedom of Association in Chile, in its report The Trade Union Situation in Chile (ILO, Geneva, 1975), referred to the Government's intention to replace the Single Union of Workers in Education (which was itself run by a government-appointed supervisory committee and unable to engage in really effective trade union activity) by the Colegio de Profesores and pointed out that in accordance with the general principles of freedom of association, it was for the teachers themselves to decide what organisation they consider appropriate to further and defend their interests, and to become members of it.

[3] The CEACR has noted that, while the Government states that there is no legal provision prohibiting the establishment of a trade union other than the trade union committee of the undertaking and that the operation of trade unions is not subject to registration, the Labour Code none the less bestows certain basic trade union functions, such as collective bargaining and the formulation of grievances in the undertaking on the works committee exclusively. It concludes that the legislation thus appears to preclude the possibility of establishing other organisations which could operate effectively to further and promote the interests of their members and

(Footnote continued on next page)

replies of other countries including Cuba, Poland and the Ukrainian SSR, mention the existence of a sole trade union, which teachers are free to join.[1] According to the reply of Australia, the Government, in certain States requires public employees, including teachers, to be members of the appropriate trade unions. In five provinces of Canada teachers employed in schools financed from public funds are required to be members of a teachers' organisation; in the other five provinces, teachers are automatically members, with the teacher having the possibility of leaving the organisation. The situation which exists in the last two countries mentioned derives from agreements between the public authorities and the teachers' organisations.

104. In a number of countries, the right to form teachers' organisations is subject to certain limitations of which examples are given below. In Japan, teachers assuming managerial or supervisory functions or handling confidential affairs may not be members of the same organisations as average teachers.[2] In Kuwait, teachers have the right to form organisations subject to the approval of the Government and to join those which uphold national interest and security.[3] In Malaysia, the registrar of trade unions does not in general register a new union when there already exists an organisation comprising teachers of the grade in question. In Mexico, within the public service, one trade union alone is authorised in each establishment.[4]

Differences between teachers' rights and those of other workers to form and join organisations

105. In the majority of States which replied to this question, there seems to be no difference between the rights of teachers and those of other workers. In some cases, such as Mexico, public and private teachers operate under different Acts and with different rights, including those relating to bargaining. In New Zealand, while teachers' organisations operate under different legislation from the generality of workers, their rights are stated to be essentially the same. In Panama, teachers may not be members of ordinary trade unions but can form and join

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(Footnote continued from previous page)

hence would appear to be contrary to Convention No. 87 (Reports of the CEACR, 1974, p. 143, 1975, p. 109).

[1] With regard to the countries mentioned, the CEACR made similar observations to that in the previous footnote.

[2] The CEACR has for a number of years been making comments to Japan on the application of Convention No. 87. In an observation in 1973, it expressed the view that legislative provisions under which managerial and supervisory personnel in the public sector may not organise jointly with the rest of the staff appeared to be defined so widely in certain cases as to weaken the organisations by depriving them of a substantial proportion of their present or potential membership. The Committee also noted that unions of educational local civil servants whose scope extends beyond the area of one prefecture could not be registered under the legislation in force, and that consequently their negotiating rights were restricted (Report of the CEACR, 1973, pp. 120-123). The most recent observation, noting that the Government is examining the position with a view to possible new legislation, was made in 1975 (Report of the CEACR, 1975, pp. 110-111).

[3] The CEACR has been making observations to the Government of Kuwait for a number of years, drawing attention to the incompatibility of the legislation on trade unions with Convention No. 87 (see most recently Report of the CEACR, 1975, p. 111).

[4] The CEACR has expressed the view that the provisions regulating the right to organise of public servants in Mexico do not guarantee them the right to establish organisations of their own choosing, since only one union may be formed in each establishment. In case of dispute between rival groups of workers, the majority group is recognised as the sole union by the Court. In case of a successful challenge to the existing union, it is dissolved and the new majority union takes its place. The result is that in each establishment there can be only one trade union, and workers who do not wish to join it may only form informal groupings which do not have the status or functions of trade unions under the law (see Report of the CEACR, 1973, pp. 128-129 and 1975, p. 11).

organisations of teachers, which operate legally on authorisation in due form by the executive authority. Mention has been made in the preceding paragraphs of the situation in some countries in which the rights of teachers in the public service are more restricted than those of teachers in the private sector. In the United States, however, it should be added that in some States private teachers can join unions and engage in collective bargaining. In some States, moreover, public employees have those rights, but they are denied to teachers.

Right of teachers' organisations to affiliate to national or international federations

106. The replies to the questions put in the sense of the above heading were for the most part unequivocal and showed that there were no or few serious restrictions on the right of teachers' organisations to form teachers' federations at the national level, to affiliate to federations of other workers or to affiliate to teachers' federations existing internationally. Such restrictions would be contrary to the principle of freedom of association as expressed in Convention No. 87. Some countries, where teachers are public employees, do not permit affiliation nationally other than to federations of public employees. Most replies give the name or names of the national and/or international federations to which the teachers' organisation(s) are affiliated. In some cases, replies on these points were wanting or incomplete.

107. Cuba replied that internationally the only restriction was that there may not be affiliation to any international federations which are opposed to the full liberation of men and peoples. Iraq stated that there were formalities about joining international organisations but did not specify them and added that the teachers' organisation - unnamed - is a member of the Arab Teachers Federation. In Kuwait, affiliation to international organisations is said to be subject to safeguarding of national interest and security. In Malaysia, the approval of the Minister of Labour and Manpower is required for adherence to an international organisation. This, in fact, has been given in respect of two international organisations of teachers. Similar approval is required in the case of the Philippines. In Spain, where the teachers' association is automatically part of the Spanish Trade Union Organisation, it is for the latter to decide whether it should have international links. The report from Thailand states that teachers' organisations have no national or international affiliations but gives no explanation on this point.

Total number of teachers (by category) and membership figures of teachers' organisations

108. The question under this heading elicited a fair number of replies, some detailed and others expressed in round figures or in percentages of members of teachers' organisations to total number of teachers. There are two types of situation. The first is where there is only one teachers' organisation covering all teachers or all of a particular grade or speciality - to which it is necessary - or conventionally necessary - to belong. This covers situations where membership of the teachers' organisation is compulsory and those where, even if not compulsory, it is generally regarded as part of the normal obligations of belonging to the profession though membership may not be formally linked to its exercise and there may be provision for opting out. This would seem to be the case for example in Algeria, Australia (certain States), Bulgaria, Burma, Cuba, Canada (except for the two territories), Chile, German Democratic Republic, Hungary, Mexico (state schools), Poland, Spain (non-state teachers), Sudan.

109. The second type of situation is where there exists one or more organisations of teachers and the percentage of all teachers who are members of one (or sometimes more) of them depends essentially on the extent to which teachers are attracted to them by the conviction that they provide essential or efficient means of expressing their collective point of view on a variety of matters whether or not they possess collective bargaining rights. This latter is a point which is discussed below. Countries in this category include those given hereafter, which provided either a rough percentage of unionised teachers, or data from which it is possible to deduce either a percentage or an order of magnitude: Austria (60 per cent), Denmark (90 per cent of the total of primary teachers and lower-secondary teachers), France (90 per cent), Federal Republic of Germany (64 per cent), Greece (10 per cent), Indonesia (70 per cent), Ireland (70 per cent), Japan (75 per cent in

the public sector), Malaysia (60 per cent), Malta (30 per cent), Mauritius (55 per cent), Norway (80 per cent), Paraguay (50 per cent), Philippines (90 per cent), Sierra Leone (75 per cent), Singapore (60 per cent), Sri Lanka (the majority), Sweden (close to 100 per cent), Switzerland (80-95 per cent), Turkey (50 per cent), the United Kingdom (England and Wales, 75 per cent; Northern Ireland, 65 per cent), United States (the figures communicated do not allow an exact percentage to be calculated, but the proportion of unionised teachers seems to be high).

110. There are various countries where the information provided makes it difficult to say whether the situation is more akin to the former than to the latter types. The use of the word "voluntary" is not always conclusive in this connection. In a number of countries, there is a mixed situation. In Australia, for example, some States virtually require membership of the appropriate professional association for state-school teachers. To take one example, in Tasmania, while membership is not compulsory, there is an agreement between the Tasmanian Teachers' Federation and the Education Department that promotional positions will not be offered to non-members. This is in effect an application of the Government's policy that an employee shall be, or shall take steps to become, a member of an appropriate trade union. Non-government school teachers do not, however, seem to be faced with this kind of dilemma. The Committee considers that this practice is incompatible with paragraph 44 of the Recommendation, which provides for strictly professional criteria for promotion. More generally, it may be said that in countries where there are both state and other schools, teachers' organisations seem to be less strong in membership in the latter. It should be added again here, that in this section the main concern is with teachers' organisations whose work is directly concerned with the conditions of work and employment of teachers. There are, of course, many other organisations or associations, in many countries, to which teachers freely belong and which cater for a wide range of educational and other interests. These may be affiliated to international associations concerned with those interests. In some cases, illustrative lists of such associations have been supplied.

Determination of teachers' salaries and other conditions of employment

111. At its Second Session, the Committee of Experts examined in some detail the replies given to a series of questions which reflected the content of the full range of points dealt with in Part X of the Recommendation, which deals with teachers' salaries. At this session it has examined the issues arising out of the replies to the following questions: (1) Please describe the procedures by which salaries and other conditions of employment of teachers are determined and indicate whether and how teachers' organisations participate in these procedures. Is there any difference between the rights of teachers and those of other workers as regards collective bargaining? If so, please indicate the nature of, and reasons for, any such differences. (2) Please list the matters dealt with by these procedures, with the reasons for the exclusion of any aspect of conditions of employment, where this is the case.

112. The Committee's concern to find out what are the procedures in current use as regards determination of salaries and conditions of employment arises in particular from the terms of paragraphs 82, 83 and 116 of the Recommendation which envisage the determination of the salaries and working conditions of teachers "through the process of negotiation between teachers' organizations and the employers of teachers" and the creation of statutory or voluntary machinery for this purpose.

113. The replies show how far, in many countries, existing machinery - if it exists at all - falls short of meeting the terms of the Recommendation. Of the countries replying to the questionnaire the following failed to answer the above questions sufficiently specifically to enable bargaining methods to be identified: Afghanistan, Algeria, Bangladesh, Burma, Dominican Republic, Italy, El Salvador, Sultanate of Oman, Sierra Leone, Syrian Arab Republic, Ukrainian SSR, USSR, Venezuela.

114. A small number of replies distinguished between the methods employed vis-à-vis the teachers in the public schools and those prevailing in private schools, pointing out that the teachers in private schools enjoy the same rights as other workers with respect to the determination through collective bargaining of their salaries and conditions of employment. This is the case for example in the

Federal Republic of Germany, in Japan, Spain and Lebanon (where, however, this right does not in practice seem to be exercised). Most of the replies, however, merely provided information on the machinery in force for teachers employed in the public schools, or intimated that there were no teachers in employment other than in the public school system. The various situations which may arise in this respect are examined below.

115. The situation in one group of countries while varying in detail, is in general one in which the government, or other state or local authority fixes the salaries and other conditions of employment of teachers, with teachers' organisations either not being consulted at all or where they are consulted, playing a marginal role, or at any rate not achieving a status to which the term "collective bargaining" could be applied. No provision seems to be made for consultation in Iraq, Kuwait, Lebanon, Liberia, Paraguay, Peru, Philippines, Spain, Thailand or Turkey. In some countries it is indicated that the teachers' organisations may establish contact with the legislative authorities or with the local authorities in order to influence the contents of the laws and regulations fixing their remuneration and conditions of employment (Federal Republic of Germany), or submit memoranda to the competent authorities (Ghana), or that they can take steps to present their viewpoint (Greece), or have a say concerning the grading of teachers in the over-all salary scales of the public service, which are apparently fixed without their participation (Sudan). In Indonesia, salaries and other conditions are fixed by the Minister of Education and Culture, who may consult the union president who is an adviser to him. In Japan it would seem that salaries, working hours and other conditions of employment of public school teachers, national or local, are fixed in terms of national or local legal provisions, with specific pay content determined on the basis of recommendations of the National Personnel Authority or the Personnel Commission for local public school teachers as appropriate. Both are neutral bodies. The Japan Teachers' Union considers that their neutrality is not guaranteed and that they allow themselves to be influenced by the Government's financial and wages policy. The Committee does not consider this to be contrary to any provision of the Recommendation. The Government's reply states that though the teachers' organisations may not participate in the promulgation of legal provisions, they can however negotiate their salaries and other conditions of employment on an equal footing with the other organisations of workers in the public sector.[1] Consultation is provided for in India, where the Ministry of Education determines teachers' salaries through Pay Commissions, as well as in Malta, Morocco, Panama, Poland and Switzerland. In some countries, the machinery in force seems to allow for some form of negotiation on questions whose nature is not clearly indicated. Thus, in Argentina, salaries are based on a series of scales which are adjusted annually in accordance with cost-of-living movements. It is not clear whether teachers' organisations participated in the fixing of these scales. However, as regards conditions of employment, these are incorporated in the Statute of Teachers in the working out of which teachers' organisations participated. They can negotiate collectively on points supplementary to those in the Statute, but otherwise are limited to petitioning for better conditions. In Hungary, conditions of employment are fixed in accordance with the 1967 Labour Code and rules made by the Minister of Culture. It is pointed out that the Code was adopted after consultation with the appropriate union bodies and that the rules promulgated by the Ministry of Culture were drawn up with the consent of these bodies. In Singapore, salaries and conditions of employment of teachers in public schools are fixed by the government authorities. It is indicated, however, that changes can be effected by negotiations on the part of the teachers' unions.

116. In other countries, however, the role of teachers' organisations is at once more specific and more determinant. In some cases they have full bargaining

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[1] The limited scope of collective bargaining has been the subject of complaints by teachers' unions to the ILO Governing Body Committee on Freedom of Association. In Case No. 745, a complaint presented by the Japan Teachers' Union, the complainants alleged, inter alia, that the local Boards of Education refused to engage in collective bargaining respecting personnel problems such as transfers. In its report the Committee noted that the Local Public Service Law excludes from negotiations "matters affecting the management and operation of the service", but pointed out that questions of personnel strength and personnel transfers affected conditions of employment as well as management and operation. It expressed the hope that in determining the matters properly appertaining to management and operation the authorities concerned would always be guided by principles of good faith and reasonableness. (142nd Report of the Committee on Freedom of Association, ILO Governing Body document GB.192/11/24 (1974), paras. 137-141.)

rights with a view to the conclusion of a collective agreement with the employers concerned which is binding on the parties. In most cases, while collective bargaining takes place with the aim of reaching a final agreement, the formal decision is taken by the government or other public authority concerned, the theory being that the State cannot abrogate its authority in matters involving heavy financial commitments. The real validity of the process of joint negotiation will depend on whether, in practice, the final decisions are normally in line with the results of the negotiations.

117. In Austria, salaries and the whole range of conditions of employment are determined by negotiation between the teachers' staff representatives and the Civil Servants' Union on the one side and the Ministry for Education and the Arts (in agreement with the Chancellery and the Ministry of Finance) on the other. In Belgium, salaries and other conditions of employment are fixed in negotiations between the Government and the teachers' associations. In Bulgaria, salaries are elaborated in collaboration by the Central Committee of the Union and the Ministry of Education and approved by the Council of Ministers and the Union. In Cuba, salaries are established by legal provisions worked out by the Ministry of Education, the Ministry of Labour and the Union. In Canada, salaries and conditions of employment are for the most part settled through collective bargaining, although some conditions of employment are still covered under provincial legislation and regulations. Salaries and other conditions of employment of teachers in Cyprus are determined through the Joint Committee of the Personnel Department of the Ministry of Finance in which teachers' organisations participate. The Joint Committee submits recommendations to the Government for approval. In the case of no unanimity, the matter is discussed by a Ministerial Subcommittee before going to the Government. In Dahomey, salaries and all other conditions of employment are determined through the Consultative Council of the Public Service "qui regroupe tous les représentants des travailleurs". In Denmark, salaries and working hours are negotiated at two-yearly intervals between the Government and the central organisation of teachers. As far as salaries are concerned the negotiations result in an over-all figure which is subsequently allocated as appropriate. Salaries of public employees and teachers appointed on a group contract basis are negotiated between the Ministry of Finance or Education and the teachers' organisations. In Finland, salaries and the majority of employment conditions are determined by collective bargaining in which the teachers' organisations participate.

118. In France, the Government fixes teachers' salaries after negotiations have taken place with the teachers' organisations. In the German Democratic Republic, salaries, hours of work and other working and living conditions are regulated by agreements between the appropriate ministries and the confederal office of trade unions, which apparently take the form of "state directions". In Guyana, teachers' salaries and other conditions of employment are fixed by Government Commissions on which teachers' organisations are represented and before which they present memoranda and appear to present their cases. In Iceland, salaries and other conditions of employment of teachers are fixed by collective bargaining with provision for reference to arbitration and ultimately to a Tribunal which makes a final non-appealable decision. In Ireland, questions concerning teachers' salaries and other emoluments are dealt with by a Conciliation Council on which the teachers' organisations, the government authorities and the managerial authorities of schools are represented. The Council makes recommendations to the Minister for the Public Service who takes a decision. If this is unacceptable or if there has been disagreement there is provision for arbitration by a Board on which teachers' organisations are represented. The Chairman's finding is either accepted by the Government or referred to Parliament for final decision. Other conditions of employment are dealt with by administrative sections of the Department of Education. In Malaysia, major revisions of salaries and other conditions of service are usually based on recommendations of a Royal Commission. This last met in 19 2. Otherwise matters concerning both salaries and conditions of employment are negotiated in the National Joint Council for the profession comprising representatives of teachers and the Government. In Mauritius, salaries and other conditions of government-employed teachers are negotiated through Whitley Councils (joint negotiating bodies) and finally decided by a Government Salaries Commission.

119. In Mexico, though the legislation regulating relations between educational bodies and their personnel does not contemplate joint negotiations, salaries and other conditions are in fact fixed through negotiation between the authorities and the union resulting in two-yearly collective agreements. In the Netherlands, while the final decision on salaries and conditions of employment is taken by Government, there are beforehand joint negotiations between the

administration and the teachers' organisations which usually result in agreement. In New Zealand, salaries and conditions of employment are negotiated between an Education Service Committee on behalf of the Government and the teachers' organisations. In the event of disagreement there is provision for reference to the Government which in effect makes a decision which is final unless appealed to the State Services Tribunal. The only matters excluded from this procedure are staffing, grading, assessment, classification and appointment of teachers, but these can be negotiated directly between the teachers' organisations and the Ministry of Education. In Nigeria, it would seem that salaries and general conditions of service are reviewed from time to time by tripartite negotiating committees consisting of local government authorities, representatives of other schools and the Union. These committees make recommendations to the Government. In Norway, salaries and conditions of employment are determined by collective bargaining. In Pakistan, salaries, fringe benefits and other conditions of employment are decided by the Government. It is said that bargaining takes place but the circumstances are not specified. In Sweden, subject to such provisions as are covered by legislation, salaries and other benefits are determined by collective bargaining between the teachers' national federations and the employer (the State, municipalities, etc.) within the limits applicable to all public employees.

120. In the United Kingdom, different systems of salary determination operate. In England and Wales, salaries are negotiated in a Committee consisting of two panels, one representing management and the other teachers. All members are appointed by the Secretary of State, who appoints the independent Chairman, makes arrangements for arbitration when necessary and gives effect to agreements or arbitral awards. Salaries thus fixed or awarded are applied throughout the system of "maintained" schools and frequently in others. Joint negotiations on working conditions take place on an ad hoc basis either at national or local level. Recommendations agreed nationally are usually followed locally, with local application worked out jointly between local authorities and local teachers' organisations. In Northern Ireland, recommendations on salaries used to be made to the Government by a Joint Standing Committee, which is at present in abeyance though consultations on new machinery are proceeding. Matters relating to conditions of service other than salaries have also been handled through a Standing Committee or by ad hoc arrangements. No specific information is given for Scotland. In the United States, the majority of teachers are covered by negotiated agreements covering salaries, conditions of work, etc., and in fact practically everything connected with schools, though since they are considered public employees they are not by law given the right in every State to negotiate with school boards, which are public agencies.

121. Australian procedures for the determination of salaries and conditions of employment are prescribed in each State and vary considerably from one State to another. In addition there is a special procedure for teachers in the Commonwealth Teaching Service (which has been operating since 1972) which covers government schools in the Australian Capital Territory and the Northern Territory. Essentially this envisages first the fixing of salary rates and other conditions, presumably by the Federal Government and thereafter operation of the procedures of the Commonwealth Conciliation and Arbitration Commission to settle matters which cannot be settled directly between the Government and the teachers' organisations concerned. At present, salaries and other conditions are those applied in the public service. Teachers' organisations are entitled to bring any matter which they consider to be in dispute before the Commission and to present their case before it. In the State of Victoria, salaries are fixed periodically by a Teachers' Tribunal. In Queensland, salaries and conditions of employment of teachers in state schools are prescribed in awards of the Industrial Conciliation and Arbitration Commission. Teachers' unions may seek variations of these awards before the Commission. In Tasmania, salaries for government school teachers are determined by negotiation and discussion on the basis of claims prepared by the Teachers' Federation and submitted to the Public Service Board, with provision for arbitration if necessary. Other conditions of employment are negotiated between the Federation and the Education Authority. As regards teachers in private schools in various States there is sometimes provision for fixation of salaries and other conditions through negotiation, sometimes not, but the tendency in general is to follow closely salaries and conditions prescribed for state school teachers. In South Australia, statutory provision is made for determination of salaries and other conditions of employment by a Board on which teachers are represented. It will be seen, therefore, that Australia as such cannot be classified in either of the two groups of countries discussed above. Apart from the conciliation and arbitration system which is more or less unique, examples exist in Australia of both statutory and voluntary collective negotiation machinery, as well as unilateral fixation of salaries and conditions of employment by the employer.

122. With regard to the nature of the matters which may be dealt with by negotiations and those matters which are excluded, the information given does not permit any very definite conclusion to be drawn. Most countries simply said that salaries and other conditions of employment were dealt with by the procedures in question without giving any list of matters included in the term "conditions of employment". A few countries said that there were no exclusions. However, neither answer is very helpful since the interpretation given to the term "conditions of employment" may vary from country to country. Some cases were noted where salaries were dealt with by one procedure and other conditions of employment by another. Argentina was specific in saying that only matters supplementary to those included in the statute of teachers could be negotiated collectively. In Belgium, matters which may be dealt with by negotiation include salaries, weekly work schedules and the nature of the service to be performed, such as supervision of pupils outside classroom hours. In Finland, the area covered by negotiation includes the majority of working conditions, for example, working hours, vacations and in-service training. In New Zealand, staffing, grading, assessment, classification and appointment of teachers can be negotiated directly between the teachers' organisations and the Ministry of Education, salaries and other conditions of employment being negotiated on a different basis. In the United Kingdom (England and Wales), joint negotiations deal with salaries, conditions of tenure, including dismissal procedures, sick pay, and maternity leave regulations, model grievance procedure and collective disputes procedure. In Singapore, negotiation procedures cover the form and the structure of salary scales and unspecified conditions of employment.

123. With regard to matters excluded from negotiation, Sweden noted two types of exclusion - matters covered by legislation and "the organisational work, and functions of the administration". The matters covered by legislation include entering into employment, the performance of official duties, conflicts, disciplinary questions and dismissals. These matters are, however, discussed with the employees' organisations, before legislation is put forward. It would appear that this type of exclusion is found in many countries. Further additional matters mentioned by other countries include sickness and other social security benefits, retirement pensions, etc., when these are provided by a general system of social security. The second type of exclusion mentioned by Sweden probably covers matters, varying from country to country, which the governments concerned would regard, for their own employees (which frequently include teachers) as coming within the prerogatives of the State as employers and therefore not negotiable. Canada mentioned that while teachers consider that all working conditions should be negotiable, employers wish to reserve to themselves the right to decide on matters such as pupil-teacher ratios.

Procedure for the settlement of disputes

124. The question under this heading was as follows: please describe procedures for the settlement of disputes between teachers or teachers' organisations and employers or the public authorities arising out of terms and conditions of employment. Please give particular details of any mediation or arbitration procedures.

125. Some 20 countries either did not reply to this question or replied inadequately so that procedures could not be identified. Cuba said that there are no disputes and Kuwait and Thailand that there had been none. Countries which had indicated that they had no system of negotiation or consultation on salaries and conditions of employment had equally no procedures for the settlement of disputes. These included Afghanistan, which merely said that the heads of department solve the problem, Indonesia, Paraguay, Philippines, Syrian Arab Republic and Turkey. Greece said that disputes were settled in accordance with the procedures laid down for public employees and India that the procedures varied from State to State.

126. The replies show that where salaries and other conditions of employment are determined through collective bargaining, the agreement frequently provides for the settlement of disputes through the same machinery. In other cases special machinery is provided, sometimes of a joint character, sometimes arbitral in nature. Sometimes reference is to a labour or other court, or to ordinary process of law as the only or final resort.

127. Thus, in Argentina, there is provision for joint negotiation both in collective and individual disputes with eventual resort to the courts. In Austria

disputes go to arbitration. In Bulgaria, disputes of the nature in question come before a Conciliation Commission. In Canada, depending on the province, disputes are dealt with variously by procedures which include mediation, concliation, voluntary or compulsory arbitration, study sessions, as well as by more direct methods. In Benin there is provision for negotiation, which may be followed by arbitration. In Denmark, it would seem that there would be settlement in accordance with the Statute for Public Servants or by arbitration. Teachers appointed on a group contract basis have an arbitration clause in their agreement. Ultimate recourse would be to the courts in both individual and collective disputes. In Finland there would be first an attempt to settle by negotiation, which failing the matter would go to the Labour Court. In the German Democratic Republic there is discussion in the Trade Union Disputes Commission and failing solution a reference to the State Tribunal. In the Federal Republic of Germany, civil service grade teachers have no arrangements for negotiation but can bring actions in the administrative courts. Other teachers are covered by collective agreements and in the event of failure of negotiations the matter could go to voluntary arbitration or be settled by the Labour Court. In Guyana, though there are no written procedures, disputes would be settled by negotiation and, in default of settlement, by conciliation. In Hungary disputes are referred to an arbitration commission consisting of a president and equal numbers of representatives of the union commission and the administration. In Iceland, if matters are not settled by joint discussion there is reference to a Tribunal whose decision is final. In Japan public (national) school teachers can have recourse to the National Personnel Authority in case of disputes while those concerning private school teachers are settled by joint discussion, conciliation, or arbitration as the last resort. In Liberia, disputes are settled by negotiation without prescribed procedures. In Mauritius disputes concerning public school teachers are settled by joint discussion or by reference to the Public Services Commission. For private school teachers there is eventual reference to a Wages Council and Arbitration Court. In Malta the National Joint Council for the teaching profession deals with disputes, with eventual possibility of reference to arbitration. In Mexico disputes are referred to the Federal Conciliation and Arbitrational Tribunal consisting of a President and one representative each of the Government and the Federation of State Employees. In the Netherlands disputes are handled through joint negotiations. In New Zealand disputes would be handled by negotiations in the same ways as salary and other employment questions.

128. In Niger there would be conciliation before the labour inspector followed by arbitration and appeal to the courts if neceesary. In Nigeria there would be joint discussions, followed by conciliation and if necessary reference to a Board of Inquiry or to compulsory arbitration. In Pakistan disputes are settled by joint negotiation. In Poland procedures are laid down in a Convention between the Union and the Ministry of Education, enabling the former to take up the question with the Ministry which must reply in writing. In Singapore disputes would be settled by joint discussions. In Spain there appears to be no disputes procedure for matters affecting public teachers. Private teachers can take collective or individual disputes before the Labour Magistrature if there has been failure to settle by conciliation or arbitration. There is a final appeal to the Central Labour Tribunal. In Sudan disputes are settled by negotiation. In Switzerland they would be settled by compromises or ultimate reference to the Administrative Tribunal. In Sweden they are settled by negotiation or ultimately by the Labour Court. As regards Ukrainian SSR, it is merely stated that the local trade union committee intervenes in all disputes concerning employment. In the USSR disputes are dealt with by commissions of representatives of the administration and the unions. In the United Kingdom (England), separate procedures have been agreed between the teachers' associations and the local authorities to deal with collective disputes and individual grievances. It is also open to both parties to seek the help and advice of the independent advisory conciliation and arbitration service in settling disputes. In the United States most agreements have provisions covering settlement of disputes and grievances with eventual reference to arbitration or court decision. Teachers can of course take any matter to court under due process of law.

The right to strike

129. The question of the right to strike is dealt with in paragraph 84 of the Recommendation which states that: "If the means and procedures established for these purposes should be exhausted or if there should be a breakdown in negotiations between the parties, teachers' organisations should have the right to take such

other steps as are normally open to other organisations in the defence of their legitimate interests." The question concerning these matters as formulated in the questionnaire was as follows: "Do teachers have the right to strike? Are there any limitations or restrictions on this right or any conditions as to the exercise of this right? Do teachers' rights in this regard differ from those of other workers? If so, please give details." Fifteen countries did not reply to this question.

130. The replies of the countries below indicate that they recognise the right of all teachers to strike, subject in some instances to certain conditions which appear to be compatible with paragraph 84 of the Recommendation: Australia[1], Austria, Belgium, Canada (see hereafter), Cyprus, Dahomey, Finland (except where a collective agreement is in force), France, Guyana, India, Ireland (but strikes are discouraged or prohibited under joint agreements during negotiations, or during conciliation or arbitration proceedings), Liberia, Mauritius, Malta, Malaysia (after two-thirds affirmative vote of union membership), Morocco (but the conditions of exercise of the right have not yet been worked out), Mexico (after reference to the Conciliation and Arbitration Service to establish the legality or otherwise of a strike concerning the particular matter in dispute), New Zealand, Niger (after the breakdown of conciliation and arbitration), Pakistan, Panama, Sierra Leone, Singapore, Sri Lanka, Sudan, Sweden (but only on matters concerning salaries and other conditions of employment and after decision of the employees' organisations - as all public employees).

131. In some countries, the exercise of the right to strike is subordinated in the case of all teachers to restrictions which do not appear to be compatible with the Recommendation. Thus, in Argentina, the reply indicates that the Government can declare a strike illegal without specifying in what circumstances. In Canada, in the Provinces of Alberta, Ontario and Quebec the provincial governments have, to prevent teachers' strikes, adopted legislation sending teachers back to work and imposing compulsory arbitration. In Kuwait, strikes are prohibited which might endanger the interest and security of the nation. In the following countries the right to strike exists for teachers in the private sector but not for teachers who are public officials: Denmark, Ecuador, Federal Republic of Germany, Greece, Iceland, Japan, Lebanon, Netherlands (the legislation is being amended), Philippines, Switzerland, Thailand, Turkey, and the United States (in all but four States). In Burma, Ghana, Indonesia, Nigeria, Peru and Spain, all teachers are forbidden to strike. The situation in these countries is clearly in conflict with paragraph 84 of the Recommendation.

132. In Bulgaria, Cuba, German Democratic Republic, Hungary, Poland, Ukrainian SSR and USSR, it is said that the organisation of society renders strikes unnecessary and in effect that there is no need for legislation on the matter.

133. In a number of countries in which strikes are illegal for all or for certain teachers, there have nevertheless been strikes in recent years. These include Japan, Philippines (where martial law has been proclaimed), Spain and Turkey. As regards Japan, the Government says that there have been a number of

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[1] In the case of the State of New South Wales (NSW) complaints concerning the procedure for the settlement of disputes and the right to strike were presented by the Australian Council of Trade Unions and the New South Wales Teachers' Federation to the ILO Governing Body Committee on Freedom of Association in 1973. The central point of the complaint was that the Industrial Arbitration Act of NSW denies to teachers the right to arbitration on issues affecting working conditions other than salaries and that therefore on matters of working conditions, apart from voluntary negotiations, the Federation was without recourse since strikes by teachers are illegal under the Act. In support of its complaint, the Federation refers to paragraph 84 of the Recommendation concerning the Status of Teachers, 1966. In reply, the Government of NSW indicated that an inquiry had been set up to examine appropriate amendments to the Industrial Arbitration Act to extend the jurisdiction of the bodies responsible for arbitration to those areas which are at present excluded as far as public servants and teachers are concerned. In noting this development, the Committee recalled the importance it attaches to the principle that where strikes in the public service are prohibited or subject to restrictions, these restrictions should be accompanied by adequate, impartial and speedy conciliation and arbitration proceedings in which the parties concerned can take part at every stage (Case No. 759, see 143rd and 149th Reports of the Committee on Freedom of Association (ILO Governing Body papers GB.192/11/25 (1974), paras. 137-156, and GB.195/12/20 (1975), paras. 44-55)).

strikes of one day or less by teachers since 1966, of a largely political character. On the other hand, the Japan Teachers' Union complains of the Supreme Court decision of 1973 denying national public employees the right to strike. This decision is in the Union's opinion contrary to paragraph 84 of the Recommendation and the conclusions of paragraph 158 of the Report of the Second Session of the Committee of Experts. It is the opinion of the Committee that the prohibition of the public teachers' right to strike is in fact contrary to the provision mentioned. In the Philippines there have been teachers' strikes called "mass leave of absence" in recent years in support of demands for allowances and for action against certain school administrators. In Spain, there have been strikes of both public and private teachers, of not more than a few days' duration on economic questions and for security of employment. In Turkey, there has been only one four-day strike in recent years, concerning pay, conditions and desire for reform of the education system. Severe sanctions were imposed, some of which were later lifted and the strike did not achieve its purpose.

134. With respect to some of the countries in which the right to strike exists the replies indicate that there have been no strikes in recent years in Cyprus, Denmark (private teachers), Federal Republic of Germany (private teachers), Kuwait, Liberia, New Zealand, Niger, Sierra Leone, Singapore, Sudan and the United Kingdom (Northern Ireland). In other countries replies do not always give details of strikes. In the United States (where public teachers have the right to strike only in four States) there were, nevertheless, between 1960 and 1973, 969 strikes, affecting 772,046 teachers with 7,987,817 man-days involved. Reasons included salaries, working conditions, class size, curriculum determination and recognition. Elsewhere reasons invoked, e.g. in Pakistan include pay, allowances, fringe benefits, grading and promotion, in Malaysia (one strike) concerning pay, housing and medical facilities, in Sweden (two strikes: 1966 and 1971) concerning salary and other matters, in the United Kingdom (England) - no extended strikes but strikes of some groups of teachers often only for a half day or a day, in support of pay claims.

CHAPTER VI

EMPLOYMENT AND CAREER OF TEACHERS

135. This part of the questionnaire aimed at ascertaining whether safeguards exist for teachers in respect of security of tenure, recruitment, promotion and discipline, and the extent to which teachers' organisations participate in decision-making in these fields. These matters are dealt with in paragraphs 38 to 52 of the Recommendation. Other provisions of the Recommendation, such as those mentioned in Chapter V concerning preparation for the teaching profession, or those in Chapter VIII concerning teachers' rights and duties should also clearly be taken into consideration.

Criteria for recruitment of teachers

136. The question under this head invited a description of the criteria used for recruitment of teachers, in particular indicating any criteria other than those relating to professional qualifications. Academic and professional qualifications are in virtually all cases the principal criterion for recruitment. In addition, however, many countries indicate requirements of physical and mental fitness, usually testified to by medical examination, and suitability for teaching. Some countries also require experience or teaching ability. A frequent requirement is an examination, written or oral, and many countries specify an interview as essential. Other requirements mentioned relate to character, morals, or respect for the established order. For example, character is mentioned by Burma where the candidate must produce a certificate from the local People's Council, and by New Zealand. Moral qualities are referred to by Cuba, Niger and the Netherlands. In the Netherlands a certificate of good living and morals is also necessary. The Federal Republic of Germany requires that the recruited teacher "must support the free, democratic fundamental order".[1] Kuwait requires "ability to safeguard the national heritage and culture". "Good conduct" as evidenced by a certificate of morality is mentioned by Turkey. Various countries require teachers to be of their own nationality. This is true of public teachers in France, the Federal Republic of Germany and Switzerland (though this may be dispensed with sometimes). Possession of civic rights, lack of a serious criminal record, are other criteria occasionally mentioned, while in France teachers must have discharged their military obligations before recruitment. Ukrainian SSR requires production of a work card and passport. The Canadian Province of Quebec needs a certificate of application for admission to the Teachers' Union. Sri Lanka says that "employment is on an electoral basis" and that preference is given to those willing to serve in difficult stations. In India, some places as teachers are reserved for members of certain castes and underprivileged tribes, with a view to compensating for the inequality which they have suffered over many years. Finally in some countries such as Denmark, the United Kingdom and the United States, criteria other than professional qualifications are left to be fixed by the local authorities who are the employers of the teachers concerned.

Advancement and promotion of teachers

137. The question as to the criteria and procedures used with regard to advancement and promotion of teachers, did not generally distinguish between the two concepts. There is, moreover, no such distinction in the Recommendation which says in Article 40: "Teachers should be able, subject to their having the necessary qualifications, to move from one type or level of school to another within the education service." Article 44 says: "Promotion should be based on an objective assessment of the teacher's qualifications for the new post, by reference to strictly professional criteria laid down in consultation with teachers' organisations." The Committee considers that for the purposes of the Recommendation there is no need to distinguish between the two concepts.

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[1] The Committee had before it a communication from the World Federation of Teachers' Unions on this matter. This communication was transmitted for comment to the Government of the Federal Republic of Germany. As of the date of the session of the Committee these comments had not yet been received.

138. Bulgaria replied that advancement in grade is on the nomination of Popular Democratic Councils and for certain posts on that of the Ministry of National Education. However, some countries made a distinction between advancement and promotion. For example, in Ecuador advancement comes after four years' service, together with further training, proof of efficiency and presentation of a thesis on the teacher's speciality. Promotion is on the basis of competition. In Japan, advancement is by screening, that is judgment of job execution ability, including professional qualifications, years of experience and school background. Promotion is by selection from those possessing graded qualifications and excellent service during specified periods. In Niger, advancement means advancement in the pay scale and is automatic by years of service whereas promotion is a change of grade from a list established by the Ministry of Education after consultation of a promotions commission. In New Zealand advancement is by automatic annual steps, promotion is on general and qualitative assessments and only after a number of years' experience. In Switzerland advancement in the pay grade is by seniority. Promotion is on the basis of higher qualifications and acquirement of the grade of inspector. In Spain advancement is by seniority alone in public schools. Promotion is on proof of qualifications and on the basis of competition in accordance with the law. The Federal Republic of Germany distinguished as regards state teachers, between advancement and promotion on the basis of capabilities and services rendered and regular promotion. For the former there is no legal right, but teachers may pose their candidatures. The latter is simply remuneration on a higher scale after 16 years' successful service. In the United States teachers are paid on the basis of years of university training plus years of experience. Promotion posts such as heads of schools, directors, assistant directors, specialists, etc., generally require a Master's degree and attract supplementary remuneration.

139. Generally, however, the replies treat advancement and promotion as a single concept and give a single set of criteria which they use for these purposes. Professional qualifications are virtually always taken into account. Experience in the profession and in the disciplines required is usually specified. This may include organisational experience where this is needed for the new post. Phrases like "on merit" occur frequently and "merit" for Malaysia, for example, includes efficiency, personality, capability and qualifications and experience in relation to the post to be filled. "Teaching ability" is another phrase which often occurs. Guyana lays down specific educational requirements for advancement and promotion to each category, and other requirements are efficiency as assessed by annual reports, reports of inspection and of supervisory staff, and suitability, which means known ability to serve with success in the type of community in question, as well as professional attitudes, leadership and human relations. In addition to these somewhat subjective requirements many reports give seniority as an element. This may sometimes mean that there must be a minimum number of years' service before eligibility for advancement or promotion, but from the context in which it is used it is frequently likely to mean that seniority plays a major role in advancement or promotion with other factors being secondary to it. It would, however, be invidious to cite particular countries in this connection since the information supplied is usually not sufficiently detailed to enable firm judgments to be made. In the Philippines promotion is on merit as defined in civil service rules. In countries where local authorities are the employers they set the criteria for the post they wish to fill which would probably be advertised and open to applications from those possessing the specified qualifications and experience.

140. Many countries did not provide information with respect to the procedure followed in advancement and promotion. Among the procedures mentioned in Canada, the Federal Republic of Germany, Iceland, Japan and the United Kingdom vacant posts are advertised, the final decisions resting with the school authorities themselves; competititons or examinations are held in Ecuador, France, Ghana, India (for certain posts), and Spain; in Belgium, a jury decides; and in France, Morocco, New Zealand and Spain, the decision is taken by a joint commission which includes representatives of the teachers or their organisations; in Malta and Singapore the Public Service Commission does the selecting. A certain number of countries indicated that the choice of the competent authorities is based exclusively or mainly on annual reports or assessments made by the superior or superiors of the teacher. This is the case, for example, in Australia (Tasmania), Belgium, Burma, Guyana, Iraq, Japan, Kuwait, New Zealand, Turkey and Venezuela.

Women teachers - elimination of discrimination

141. The first question under this heading asked whether special measures existed with regard to women teachers in respect of recruitment and promotion, especially with a view to the elimination of discrimination on the basis of sex.

142. Most of the replies indicated that there was no discrimination in recruitment or promotion on the basis of sex, although few countries had taken special steps in this connection. Some countries also mentioned measures recently taken to put an end to certain discrimination against women. The reply from Canada mentioned progress in the area of salaries, social security and pensions. The replies from the Sultanate of Oman and Pakistan mentioned the suppression of the rule prohibiting married women from practising as teachers. In Australia (Tasmania), the requirement for expectant women teachers to resign was abolished in 1969. However, a number of countries either gave no replies or simply said that no special measures existed in regard to women teachers, without giving any figures of sex distributions. Malta stated that its policy in general is to entrust boys' schools (especially secondary) to men and girls' schools to women. Women teachers may be required to resign their pensionable position on marriage and generally are asked to do so. A recent government provision requires that places vacated by a male employee must be filled by another male. Pakistan has also mainly separate education institutions for girls and boys and male and female teachers are recruited separately. New Zealand said that in most cases sex is no determinant in selecting for appointment, but that to meet special needs in some schools, a few positions may be "tagged" for either men or women as appropriate. This is, in practice, probably the true position in many countries. Switzerland replied that measures are taken to eliminate obstacles to teaching by married women and to encourage their reintegration as teachers after a period of interruption but indicated that no figures are available as to distribution of teachers by sex.

143. As regards the second question as to the distribution of men and women teachers at the various levels of qualification and responsibility some approximate percentages of women teachers in various countries follow: Austria (60 per cent women), Bangladesh (4 per cent in primary, 8 per cent in secondary), Bulgaria (100 per cent pre-school, 70.64 per cent over all), Belgium (100 per cent pre-school, very numerous in primary, less in secondary, tending to increase), Burma (45 per cent), Cuba (60 per cent), Cyprus (28 per cent), Canada (partial figures show higher number of women than men over all but heavily weighted in favour of men at higher levels and women as regards teachers of special subjects, classes and grades), Denmark (slight majority of women in primary and secondary and equal in upper secondary), France (nearly three times as many women as men in primary, including pre-primary), German Democratic Republic (66 per cent women in general schools, 60 per cent in secondary), Greece (primary no figures, 48 per cent in secondary but few heads and no inspectors, where in practice it is difficult to secure appointment of women), Hungary (100 per cent pre-school, and 60 per cent average). Policy is to increase percentage of women directors and assistant directors of which only 40 per cent are women), Iceland (60 per cent of teachers but only 10 per cent of head teachers), India (25 per cent women who predominate in pre-primary), Liberia (34 per cent), Malaysia (43 per cent), Mauritius (20 per cent), Mexico (immense majority women), Morocco (30 per cent), Netherlands (50 per cent in primary education, no other figures), New Zealand (52 per cent women, who dominate on the basic primary scale), Niger (30 per cent), Norway (no figures but it is said that relatively few women seek top positions), Panama (70 per cent), Sierra Leone (28 per cent), Singapore (60 per cent), Spain (over all majority of women, who hold 40 per cent of direction posts), Sweden (60 per cent over all), Thailand (women slightly more than men at all levels and better qualified), United States (two-thirds are women but numbers in administration have declined over the years. Most positions, especially principal and assistant principal, are held by men. Efforts are being made to rectify this).

144. In Canada, it is claimed that advertising posts helps to prevent discrimination. In addition, women who feel they have been discriminated against can in certain provinces appeal to a Human Rights Commission.

145. The percentages of women teachers and the other indications given above deserve certain comments. When separate figures are given, women are usually shown to occupy 100 per cent of positions at the pre-primary or kindergarten stage. This figure, if used in the all-over average, inflates the percentage of posts held by women throughout the normal school cirriculum, i.e. primary and secondary. It is true also to say that, in general, women teachers tend to occupy the lower grade

positions throughout the whole school hierarchy. Whether they tend not to seek the higher or special professional qualifications necessary for the higher grade jobs, whether numbers tend to leave the profession on marriage before having acquired the seniority and experience usually required for these higher posts, or whether, and irrespective of formal lack of discrimination, they suffer from the inbuilt prejudices concerning their role in society, or unwarranted assumptions as to their fitness for leadership posts, cannot be determined from the information before the Committee. It should also be borne in mind that in some countries women have only entered the teaching profession in large numbers over one or two decades and have not yet been able to reach the highest positions in the hierarchy. That the disadvantages from which they suffer in practice are realised in some countries is evident from the remarks made concerning efforts to improve their relative position. In others the figures themselves show the enormous progress still necessary before the lack of discrimination which is said to exist is translated into hard facts.

Role of teachers' organisations in recruitment, promotion, standards of professional conduct, manpower needs and development in education

146. The question here was "What is the role of teachers' organisations in decision and policy making with regard to recruitment, promotion, standards of professional conduct, manpower needs and development in education?"

147. Broadly speaking the replies indicate that teachers' organisations play some role in decision and policy making with regard to the matters cited above but that this role is informal rather than institutionalised. While a few States, for example, Bangladesh, Ecuador, Liberia and Malaysia state that the organisations have no role and others such as Iceland, Japan, Niger, Nigeria and Panama say they have no "direct", "legal", "formal", "special" or "significant" role, the difference between these answers and the bulk of the others may be more apparent than real. In fact, a majority of the others who replied to this question referred to "right of discussion", right to make "representations" or "recommendations" or used some similar phrase. Others referred to consultations with teachers' organisations on the matters concerned. Finland used a phrase, which probably also states the real position elsewhere, to the effect that the organisations can influence policy by taking appropriate initiatives. Denmark said more directly that the teachers' union has negctiation rights in regard to these matters as did Malta. Both the United Kingdom and the United States replies envisage negotiations at the appropriate level on the matters concerned. Bulgaria said that both nomination and advancement of teachers are carried out with the assistance of representatives of the union. The German Democratic Republic referred to co-operation with the union in the direction and planning for the future of education in general, including the matters under discussion here. Poland referred to close collaboration on all problems notably concerning appointment of teachers on which the union is consulted in virtue of an agreement with the administration and Ukrainian SSR said that the union is consulted on the engagement and dismissal of teachers. The United Kingdom also said that the teachers' organisations are represented in all consultations on educational matters.

Codes of ethics - rules and breaches of professional conduct

148. This part of the questionnaire covered a series of points indicated by the questions which were as follows: Is there a code of ethics or set of rules of professional conduct for teachers? If so, by whom and how was it established? Please indicate in particular the role of teachers and teachers' organisations in its preparation. If such a code or set of rules exists, what are the grounds for, and types of sanctions that may be imposed for "breaches of professional conduct"? Please describe the disciplinary procedures in force, giving details of the rights of teachers to be heard and to appeal and of any other safeguards available to them. If no such code or set of rules exists, what is meant by a "breach of professional conduct"? On what grounds may disciplinary sanctions be imposed? Please describe the procedures in force, giving details of the rights of teachers to be heard and to appeal and of any other safeguards available to them. What is the role of teachers' organisations in disciplinary procedures? Do they have the right to represent or defend the teacher concerned? Are they represented on appeals bodies?

149. A number of countries did not reply to these questions. Nevertheless, the answers given enable a fairly clear picture of the different situations to be given. In a few countries such as Canada, Guyana, Indonesia, Nigeria and the United States, the teachers' organisation or organisations have their own code of ethics to which members must conform under penalty of sanctions going as far, in the case of Canada, as exclusion from the organisation. This can be serious since, as already noted, membership of an organisation may in effect be necessary for appointment as a teacher there. In other cases such as Chile and Pakistan, the teachers' organisation(s) are in the process of working out such a code.[1] In the great majority of cases where teachers are public employees they are subject to a code or set of rules or regulations prescribed, usually by law, for public servants with special provisions for teachers if necessary. In the majority of cases these provisions have been promulgated without consultation of teachers' organisations or other organisations of public employees. In a few countries such as Cyprus, Ecuador, Ghana, Ireland, Philippines and Poland, the code or set of rules for professional conduct have been worked out in consultation with the trade union organisations concerned. In Belgium, there is no code but teachers' duties are prescribed by law. In the Netherlands, rules of professional conduct form part of the letter of appointment whose terms have been agreed between the teachers' organisations and the competent authorities. In Ukrainian SSR there is no code or rules of professional conduct but teachers must conform to the fundamental law of the Soviet Union which requires them to have a high consciousness of their professional and social responsibilities both as regards the quality of their teaching and the communist education of the young generation. In the USSR matters of professional ethics are discussed at local worker meetings and teachers' assemblies at various levels and in the specialised press. The meetings are an important aspect of socialist democracy, assuming a control from the base and the participation of teachers in the control of their professional preoccupations. In the United Kingdom (England) there is no code of professional conduct although the various teachers' organisations have their own guiding principles. In Northern Ireland discussions on the formation of a Teachers' Council which would occupy itself with such matters are taking place. There is no accepted definition of "breach of professional conduct" and procedures in that connection may follow those usual for disciplinary proceedings or be more informal as the employers consider appropriate. In the United States a code of ethics has been developed by the teaching profession - i.e. the teachers themselves, as well as a Bill of Rights. The code is enforced by the teachers themselves. However, in this, as in other similar cases, the existence of teacher-adopted codes does not preclude disciplinary action by the school authorities for breaches of professional conduct.

150. A number of countries set out in detail lists of breaches of professional conduct which attract sanctions varying in severity according to the gravity of the breach concerned. Austria for example lists the following breaches of professional conduct attracting disciplinary sanctions - incompetence and inefficiency, gross negligence, intoxication in class, ill-treatment of pupils and insubordination. Sanctions include reprimands, reproofs, postponement of salary increment, transfer, dismissal. Examples of the graver faults incurring dismissal are given hereafter

151. The procedures, including rights of appeal, in force in disciplinary matters are for each country roughly those operating in cases of dismissal with the same rights - or lack of them - for the teachers' organisation(s) to represent, assist, or defend the inculpated teacher. There is, however, sometimes a tendency to reduce the formality of procedures in less serious cases and to deal with them on a day-to-day administrative basis. This will be dealt with hereafter, in the context of the problem of dismissal.

Grounds for dismissal and procedures relating to it

152. The questions on this matter were as follows: On what grounds may teachers be dismissed? What are the procedures relating to dismissal of teachers? What are the grounds and procedures for summary dismissal? Does the dismissed teacher have the right to appeal or to be heard, and if so, what is the body to which he may appeal and how is it composed? Please give details of all measures taken to safeguard the rights of the teachers concerned in cases of dismissal. What is the role of teachers' organisations in cases of dismissal? In particular do they have the right to represent or defend the teacher concerned? Are they represented on appeals bodies?

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[1] With regard to Chile, see paragraphs 82, 90 and 103.

153. The grounds for dismissal and the procedures in relation to it vary sometimes widely but frequently only in detail from one country to another. Firstly, therefore, the Committee has tried to indicate fairly broadly the grounds for dismissal which are of the same general nature and then to call attention to some special cases. It should, however, be noted that while dismissal may be the ultimate sanction for unacceptable conduct or standards of performance there is in most countries a graduated series of disciplinary sanctions, depending on the nature of the offence or dereliction of duty, the most serious being dismissal.

154. With these reservations the grounds for dismissal cited in various replies may now be summarised. Some of these grounds are considered by the various States mentioned to constitute professional misconduct and are punishable by disciplinary proceedings: improper conduct in school, neglect of duty, misconduct, irregularity, conduct unbecoming of a teacher (Guyana), personal comportment (Belgium), improper conduct (Argentina), involvement in illegal activities (Denmark), gross misconduct and repeated breaches of the regulations (Ireland), professional misconduct, serious criminal offences, serious pecuniary embarrassment (Sierra Leone). In some cases a different type of element is added. In the German Democratic Republic dismissal is the ultimate sanction for serious errors in connection with employment or with civic obligations, or in case of gross infringement of socialist work discipline. In Greece, grounds are given as activities against the country, conduct contrary to honest men's standards, unsatisfactory service. Turkey quotes attempts by the teacher to impose his political views on pupils or discuss them with them or failure to respect the limits of tasks set by law or regulation.

155. Another frequently mentioned ground for dismissal is the inability of the teacher to perform his function, whether this inability be due to a physical cause such as sickness, or be the result of inefficiency or incompetence on the teacher's part. The replies, in particular, of Argentina, Belgium, Guyana, Ireland and Sierra Leone make mention of this factor. In these countries, and taking into account the individual case, such inability can be grounds for a disciplinary dismissal or for a special procedure not due to any fault on the part of the teacher.

156. A number of countries cite, among grounds for dismissal, suppression of posts. These include Canada, France, Japan, Sweden, USSR and the United States. There is probably some difference of terminology here between the various countries to cover cases in which the teacher's services are dispensed with, not on any grounds of insufficiency or misconduct implying a sanction, but simply because no possibility of placement elsewhere can be envisaged. In such cases provision for compensation of the teacher concerned sometimes exists.

157. Finally, the United Kingdom reply indicates that in England no general rules for dismissal are laid down (though model conditions of tenure including recommended procedures in disciplinary cases have been worked out), questions of disciplinary action being for consideration of the school authorities concerned in the circumstances of each particular case.

158. There is a wide variety of procedures relating to dismissal of teachers. Typically, however, in the majority of countries there is examination of the matter at the level of the school administration, or at administrative levels in the Department of Education, normally with provision for the teacher concerned to have details of the charges, to reply to them, sometimes in writing, usually in person, and frequently to be represented by a lawyer or some other person on his behalf. In many cases the teachers' organisation, on request by the teacher, is authorised to act on his behalf, to advise him, and to engage legal help for him as necessary. However, the presence at the proceedings of a representative of the teachers' organisation in this type of proceeding does not, it would seem deprive the administration (or the direct employers of the teacher) of the power of decision. The final decision is, nevertheless, often taken at a higher level, sometimes by higher authorities within the Ministry, the Minister of Education, on occasion by the Council of Ministers. In a minority of countries, the initial reference is to a joint disciplinary committee composed of administration representatives and selected teachers (or representatives of the teachers' organisation). This is the case for example in Algeria, Morocco and Niger. In France there is also provision for a joint committee, but this has at this stage only a consultative role. In Bulgaria and in Hungary the representatives of the union are associated in the proceedings, but the replies do not clearly indicate whether their role is consultative or whether they share in the decision. In Poland, German Democratic Republic, Ukrainian SSR and USSR, dismissal can only take place with the consent of

the competent union branch. In Cuba the initial hearing is before a Work Council whose members are workers in education, evidence being given by both sides and in the presence of all colleagues.

159. In most cases there is provision for one or more appeals. However, there is no right of appeal in Bangladesh. This is also the case in Mauritius. In Spain there is no appeal in the case of public teachers, since the decision to dismiss, after a preliminary hearing, is taken by the Council of Ministers. Private teachers may appeal to the Labour Court where the teacher concerned has the right to be heard personally or through an advocate. Elsewhere, as far as can be ascertained from the replies, there is a right of appeal. Normally, though not always, when the matter has been heard in the first instance by a joint body the appeal is to a higher body also jointly composed. Appeals bodies have union or teacher representatives on them, among others, in the following countries: Belgium, Bulgaria, Cuba, France, German Democratic Republic, Hungary, Lebanon, New Zealand, Poland, Ukrainian SSR, USSR. In a number of other countries such as Austria, Federal Republic of Germany (private teachers), Spain (private teachers) appeal lies to the Labour Court, Industrial Court or other body handling labour questions on appeal. These bodies are normally joint in character with a neutral president. However, the employee member or members may not be a teacher, but there is usually provision for the teachers' organisation to be represented to assist the teacher concerned and present his case, though sometimes this role may be reserved to an advocate - as before the Federal Labour Court in the Federal Republic of Germany.

160. In a number of countries, however, the decision both in the first instance and on appeal (if any) is taken by a person or body representing the employer. This is frequent where teachers are members of the country's civil service, as for example in Finland, Greece, Italy, Japan, Malaysia, Malta, Norway, Pakistan, Philippines, Sierra Leone, Singapore, Sri Lanka, Sudan. However, there may be, in some instances a possibility of a final appeal to the Supreme Court or to an "Ombudsman" as in Norway, or to a special arbitration court.

161. In many of these cases, the teachers' organisation has no role to play. It may, of course, try to influence the decision by making representations, organising protests, etc., but it is in no way associated with formal procedures and has no acknowledge right to be heard or take part in the defence. This is the case in Bangladesh, Greece, Liberia, Mauritius, Pakistan, Sierra Leone, Spain, Sudan, Switzerland and Turkey. Where teachers' organisations have been accepted as negotiating bodies as regards salaries and conditions of employment, it would be unlikely that there would be a refusal on the part of the administration or the local employing authority to listen to their point of view.

Teachers' security of employment

162. A number of replies did not specifically refer to the measures taken to safeguard teachers' security of employment in the event of changes or redeployment in educational institutions. These included Algeria, Bangladesh, Benin, Chile, Cuba, Dominican Republic, El Salvador, France, Indonesia, Iraq, Italy, Japan, Lebanon, Morocco, Oman, Peru, Sudan, Sri Lanka, Syrian Arab Republic, Turkey, Venezuela and Republic of South Viet-Nam. In others such as Iceland, Malaysia, Niger, Nigeria and Norway the question does not arise at present and is not likely to in the near future because of the shortage of teachers. Other countries, however, mention a surplus of teachers (Canada, Malta, Sweden) or foresee taking measures to prevent a surplus in the near future (United Kingdom). The United States mentions a slight over-all surplus.

163. The majority of replies indicated that security of employment for teachers is guaranteed by law or because they are, or are assimilated to, employees of the public service for whom full security of employment is guaranteed. These include teachers in Austria, Burma, Cyprus, Denmark (civil servant teachers), Ecuador, Federal Republic of Germany (teachers who are permanent civil servants), Gambia, Ghana, Greece, India (confirmed teachers only), Kuwait, Malta, New Zealand, Pakistan, Panama, Philippines, Sierra Leone, Sweden, Thailand. In Argentina teachers affected by changes or redistribution remain available for another post till reinstatement. In Belgium the problem is tackled by reduction of the number of pupils in classes and creation of new duties within the school community. Canada's reply was not specific but the implication was that there can be lay offs and that in that case seniority provisions operate and arrangements are made for order of recall, etc. Finland has legal provision for teachers' security of employment,

including arrangements for transfer, or placement on the superannuation list. The rights of teachers have been safeguarded during the changeover to the comprehensive school system. In the Netherlands, the reply only says that unemployed teachers get unemployment benefit. Paraguay's reply is not clear, but there is a reference to the right of the teacher or his organisation to petition the administrative authorities in case of termination of contract. In Spain the situation as regards state teachers is similar to that in Argentina but other teachers have only the same rights as other workers and in addition they are not covered by unemployment insurance. In Switzerland teachers are appointed for three-year periods. Cases of non-reappointment are rare. In the United States teachers are safeguarded by state tenure laws and by the provisions of collective agreements. The latter deal more and more with the order of lay offs, seniority, etc., as the problem of reduction of staffs has increased. In the United Kingdom (England) there is legal provision for safeguarding the salary of a teacher who moves to another post with the same employing authority on closure or reorganisation of his former place of employment. Otherwise there are no statutory provisions for safeguarding employment, which is an employer's responsibility. Local authorities, in consultation with teachers' organisations, do, however, devise schemes and procedures for the re-employment of staff who are displaced. There is frequently an appeals procedure available.

164. In Hungary, it is stated that redundant teachers are taken care of as far as possible. In the German Democratic Republic security is assured. When transfers are necessary changes are made in contracts with the agreement of the teacher and in co-operation with the union. In Poland decisions in regard to transfer and termination of contract, after due notice, require agreement with the union. The USSR reply indicates that there is provision for termination of contracts on compression of posts or personnel, with dispositions for safeguarding the interests of the most qualified teachers, those with family responsibilities, with the longest service and those on special courses. In the Ukrainian SSR denunciation of a teacher's contract by the administration cannot be done without the previous agreement of the local trade union committee. Transfers must be agreed to by the teacher concerned and can only take place at the end of the school year and before the holidays.

CHAPTER VII

SOCIAL SECURITY

165. The purpose of this part of the questionnaire was to elicit information concerning social security coverage of teachers and the extent to which teachers and their organisations participate in the management and administration of social security schemes (paragraphs 125 to 140 of the Recommendation). Since paragraph 126 of the Recommendation states that teachers should be protected by social security measures against all the contingencies included in the Social Security (Minimum Standards) Convention, 1952, applying standards not less favourable than those laid down in that Convention, it may be of interest to mention the situation regarding its ratification. As at 1 January 1976 the following countries had ratified the Convention (the parts to which each ratification applies - Part II (medical care), Part III (sickness benefit), Part IV (unemployment benefit), Part V (old-age benefit), Part VI (employment injury benefit), Part VII (family benefit), Part VIII (maternity benefit), Part IX (invalidity benefit), Part X (survivors' benefit) - are shown in brackets):

Austria (Parts II, V, VII, VIII); Barbados (Parts III, V, VI, IX, X); Belgium (Parts II, III, IV, V, VI, VII, VIII, IX, X); Costa Rica (Parts II, V, VI, VII, VIII, IX, X); Denmark (Parts II, IV, V, VI, IX); Ecuador (Parts I, II, V, VI, IX, X); France (Parts II, IV, V, VI, VIII, IX); Germany, Federal Republic of (Parts II, III, IV, V, VI, VII, VIII, IX, X); Greece (Parts II, III, IV, V, VI, VIII, IX, X); Iceland (Parts V, VII, IX); Ireland (Parts III, IV, X); Israel (Parts V, VI, X); Italy (Parts V, VII, VIII); Libyan Arab Republic (Parts II, III, IV, V, VI, VII, VIII, IX, X); Luxembourg (Parts II, III, IV, V, VI, VII, VIII, IX, X); Mauritania (Parts V, VI, VII, IX, X); Mexico (Parts II, III, V, VI, VIII, IX, X); Netherlands (Parts II, III, IV, V, VI, VII, VIII, IX, X); Niger (Parts V, VI, VII, VIII); Norway (Parts II, III, IV, V, VI, VII); Peru (Parts II, III, V, VIII, IX); Senegal (Parts VI, VII, VIII); Sweden (Parts II, III, IV, VI, VII, VIII); Turkey (Parts II, III, V, VI, VIII, IX); United Kingdom (Parts II, III, IV, V, VII, X); Yugoslavia (Parts II, III, IV, V, VI, VIII, X).

The following table (table V) summarises the replies given as to the question concerning the contingencies in respect of which teachers are protected in the various countries.

166. It will be noted that a small number of countries did not reply to this question or did not supply sufficient information to enable their position to be tabulated. Others replied in general terms saying that teachers were covered in respect of all or certain of the contingencies set out in the questionnaire without giving further details. The Committee would further like to emphasise that in any case the extent of protection of the various risks varies enormously from country to country. Medical care may mean in one country such treatment as is available in the comparatively few and widely scattered hospitals which exist. In others it may run to full medical care for the teacher (and sometimes his family) including hospitalisation, surgical and associated treatment, medicaments, etc. Sickness benefits vary in amount of duration. For teachers who are public employees they frequently take the form of sick leave on full pay, but the period may be limited and the amount reduced to half pay after a certain time. Maternity benefits are not provided in some countries. The Committee found certain situations abnormal in this respect. In Ireland, for example, women teachers must pay all or part of the salary of their replacement in order to obtain the right to maternity leave and in Sierra Leone unmarried mothers have no right to any benefit and must resign. Family benefits vary from regular allowances for dependent children, to food or to other help in particular circumstances if paid at all. Old-age and retirement benefits vary widely as regards age of eligibility, proportion of salary paid - if the benefit is salary linked. Survivors' benefits are often limited to widows with no provision for dependent children. It will be noted from the table that in a considerable number of countries no unemployment benefits exist. This is explained on the one hand by the statement that no unemployment exists in the countries concerned and on the other by the fact that teachers in a large number of countries are public employees, whose employment is guaranteed and that therefore they have full security of employment.

Table V

(a) - Medical care; (b) - Sickness benefit; (c) - Unemployment benefit; (d) - Old-age benefit;
(e) - Employment injury and illness benefit; (f) - Family benefit; (g) - Maternity benefit;
(h) - Invalidity benefit; (i) Survivors' benefit.

Country	(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)	(i)	Remarks
Afghanistan	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Compulsory scheme administered by Ministry of Education. Contribution by teachers: 3% of emoluments.
Algeria	Yes	Yes	No	No	Yes	Yes	Yes	Yes	No	Teachers are members of social security system. Contribution by teachers: 4.5% of salary.
Argentina	Yes	Yes	No	No	Yes	Yes	Yes	Yes	No	Special scheme under Ministry of Education, obligatory and contributory. Teachers participate in management and administration.
Australia	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Benefits under (a), (c) and (f) are provided under General Social Security Scheme for Australia and (e) under Workmen's Compensation Acts; (d) is usually provided under superannuation schemes or Retirement Benefits Acts for each State.
Austria	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Under general social security scheme, which is compulsory and administered by federal authorities, additional coverage possible through private insurance.
Bangladesh	Yes	No	No	Yes	?	Yes	Yes	Yes	No	Compulsory general social insurance scheme. In addition there is a benevolent fund and group insurance scheme.
Belgium	No	Yes	Not yet	Yes	?	No	Yes	No	Yes	Unemployment benefit will be paid when administrative arrangements completed. Benefits indicated apply to permanent state teachers. Temporary teachers have protection under general social security. Schemes are contributory.
Benin	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	State financed scheme covering all public employees.
Bulgaria	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Under compulsory State Social Security Scheme. Medical care is provided by the State for all.
Burma	Yes	Yes	No	Yes	Yes	No	Yes	Yes	Yes	Teachers have all the protection accorded to government employees.

Country	(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)	(i)	Remarks
Byelorussian SSR	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	General scheme financed by compulsory contributions of enterprises, institutions and organisations and by the budget of the State, without the workers having to contribute.
Canada	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Benefits (c), (d), (f), (g), (h) and (i) are wholly or partly federal. (a), (e) and (h) are provincial. (b) sickness benefits for teachers are provided by local school boards or through teachers' organisations. (h) invalidity benefits may also be supplemented by private insurance.
Chile	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	All benefits provided through Public Employees Social Security Fund - membership compulsory and financed by subscriptions. Family benefit - food only.
Cuba	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	State financed general social security scheme available to all.
Cyprus	No	Yes	Yes	Yes	No	No	Yes	Yes	Yes	General schemes covering all wage-earners administered by the State and financed by equal contributions from the employers, the wage-earners and the State. Teachers receive additional state benefits.
Denmark	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Teachers are covered by the general social security scheme. Upper secondary school teachers and other state teachers would seem to have the right to a state pension - non-contributory.
Ecuador	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Teachers are covered under the general social security scheme which is compulsory and contributory. There is a special retirement scheme for them.
Egypt	---------- No details given ----------									Teachers are covered against the same risks as other categories of workers.
Fiji*	Yes	Yes	No	Yes	Yes	No	Yes	Yes	Yes	Coverage provided for all civil servants - compulsory and partly contributory. Administered by Government.
Finland	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	(a) provided by public health-care scheme, (b) sickness benefits under national scheme which is compulsory and contributory, (c) voluntary for teachers for unemployment

* Information from teachers' organisation.

Country	(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)	(i)	Remarks
										insurance. Compulsory for unemployment compensation and redundancy payments - state run, (e) employer-financed. Other benefits under arrangements for state employees or national schemes.
France	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Teachers are covered under special social security scheme applicable to public officials which is compulsory and contributory. Complementary coverage can be had by voluntary contributions to a special fund.
Gambia*	Yes	Yes	No	Yes	Yes	No	Yes	Yes	Yes	Social security coverage for civil servants, adherence to which is compulsory and partly contributory.
German Democratic Republic	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Teachers are covered by general state security scheme, compulsory and contributory. Teachers have part in administration.
Federal Republic of Germany	Yes	Yes	No	Yes	Yes	No	Yes	Yes	Yes	Teachers are not protected under (a), (b) and (g) if they earn above a certain amount but can voluntarily insure - except state teachers, who are also covered for these risks and have certain family benefits. They pay no contributions under Civil Service Scheme. Others are covered under general social security scheme, which is contributory and get also some unemployment protection.
Ghana	Yes	No	No	Yes	No	No	Yes	No	Yes	Prctection is under government administered compulsory contributory scheme. Some protection under (b), (e) and (h) is probably given under sick leave arrangements.
Greece	Yes	Yes	No	No	Yes	No	No	No	No	Contributory social security scheme administered by the State and covering all public officials.
Guyana	No	Yes	No	Yes	Yes	No	Yes	No	No	Teachers in government schools have reduced medical charges and a lump-sum survivors' benefit. The Teachers' Organisation has a voluntary provident fund.
Hungary	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	An unemployment allocation is paid to those unable to find suitable work. State scheme covering all workers, partly contributory and administered by the unions.

*Information from teachers' organisation.

Country	(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)	(i)	Remarks
Iceland	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Contingencies are covered by National Insurance and Community Employees Pension Fund.
India	Yes	Yes	No	Yes	No	Yes	Yes	No	Yes	No details given. Scheme applies to civil servants and is employer financed.
Indonesia	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No details given.
Ireland	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Coverage depends on status of the teacher. Pensionable teachers have only limited coverage not including unemployment benefit. Schemes are state administered and contributory with provision for additional coverage by voluntary insurance. To qualify for maternity leave teachers must pay the whole or part of the salary of a replacement.
Japan	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes	Different schemes for public service teachers and private school teachers. Former is compulsory and contributory and jointly managed. Latter is a mutual aid association based on the public schools model.
Kuwait	---------- No details available ----------									It is said that free medical aid is available and that there is a government social security scheme covering all citizens.
Lebanon	Yes	Yes	No	No	Yes	Yes	Yes	Yes	No	Administered by the National Social Security Fund.
Liberia	No	Yes	No	Yes	Yes	No	Yes	No	Yes	Compulsory contributory scheme administered by State Board. Benefit under (b) is sick leave up to 14 days a year.
Malaysia	Yes	Yes	No	Yes	Yes	No	Yes	No	No	Government scheme - non-contributory, state administered and covering civil servants.
Malta	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	Medical care covers only accidents at work. No maternity benefit since women teachers are expected and required to retire on marriage. Scheme is state run and contributory. Civil servant teachers have supplementary coverage for widows and orphans.
Mauritius	---------- No details given ----------									Teachers have in any case retirement pensions and provision is made for widows and orphans - both on a contributory basis as for other public officials.

Country	(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)	(i)	Remarks
Mexico	Yes	Yes	No	Yes	Yes	No	Yes	Yes	Yes	Protection provided separately for public and private teachers. Both are state run schemes and are compulsory and contributory. Representatives of teachers serve on both schemes.
Morocco	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	State social security scheme, compulsory and contributory plus a mutual scheme covering sickness and part of survivors' benefits. For private teachers there is a single scheme.
Netherlands	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Medical care not given, but teachers must be insured at employer's expense against major expenses and voluntary insurance is also available. Schemes are state run, compulsory and contributory.
New Zealand	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Teachers are protected under taxation financed general scheme and in respect of (b), (d), (g), (h) and (i) also as state employees or by voluntary schemes.
Niger	---------- No details given ----------									Teachers have a special position.
Nigeria	Yes	Yes	No	Yes	No	No	Yes	Yes	No	No details given. Information supplied by Teachers' Organisation.
Norway	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	State administered general compulsory and contributory social security scheme plus compulsory pension scheme.
Pakistan	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Protection is given under civil servants social security scheme. Contributory except for lower paid personnel. A special group insurance scheme also exists.
Paraguay	Yes	Yes	No	Yes	Yes	No	Yes	?	?	No details given.
Peru	Yes	Yes	No	Yes	Yes	No	Yes	Yes	Yes	General state social security scheme, compulsory and contributory.
Philippines	No	Yes	No	Yes	?	No	No	Yes	Yes	Civil service teachers are covered under special scheme applying to all public employees. Private teachers are covered by general social security scheme compulsory and contributory covering sickness and disability, old age and death. Teachers' organisation is represented on public teachers' scheme.

Country	(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)	(i)	Remarks
Panama	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	?	State administered general social security scheme, compulsory and contributory.
Sierra Leone	Yes	Yes	No	Yes	No	No	Yes	No	No	Unmarried mothers get no benefit and must resign but may subsequently be reconsidered for employment.
Singapore	Yes	Yes	No	Yes	No	No	Yes	Yes	Yes	Scheme covering public employees - no other details. There is also a contribution-based provident fund scheme.
Spain	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Public teachers' benefits are under special arrangements. Private teachers are under general social security scheme. Both regimes are compulsory and contributory.
Sri Lanka	No	No	No	Yes	No	No	Yes	No	Yes	State Employees' Pension Fund which is contributory and compulsory provides benefits under (d) and (i).
Sudan	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Contributory and compulsory scheme. Other details lacking.
Sweden	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	All benefits except (c) provided by general social security schemes. Unemployment insurance is administered by the trade unions schemes and variously financed according to the contingency concerned.
Switzerland	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	(a) and (b) are optional. Other contingencies are covered under general social security scheme and are contributory. (g) is in the form of maternity leave.
Thailand	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Scheme confined to public officials. State run and non-contributory.
Turkey	Yes	Yes	Yes	Yes	Yes	No	Yes	No	Yes	Within the framework of a general social security scheme. There seem to be special features for teachers as for other public employees.
Ukrainian SSR	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	General social security scheme covering all workers. State financed. No teachers' contributions.
USSR	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	State financed general social security scheme. No teachers' contributions.

Country	(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)	(i)	Remarks
United Kingdom	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	General social security scheme. State run, compulsory and contributory. Supplementary coverage through superannuation scheme for all state school teachers and some others.
United States of America	Yes	Yes	No	Yes	Yes	No	No	?	Yes	(a) covered by private medical plans, (d) and (i) provided under state retirement plans and social security. Retirement and other benefits are financed by public funds plus teachers' contributions. Teachers' organisations do not have part in schemes.
Venezuela	Yes	Yes	No	Yes	Yes	No	Yes	Yes	Yes	State administered fund - voluntary and contributory.
Republic of Viet-Nam	Yes	No	No	Yes	Yes	No	Yes	Yes	Yes	No details given.

167. The notes which accompany the table give succinctly and as far as possible such features of the schemes as (1) whether voluntary or compulsory; (2) contributions and system of financing; (3) any special features of benefits provided; and (4) the nature of the administration. No general conclusions can be drawn. In general, however, it may be said that schemes are essentially compulsory in so far as basic benefits are concerned. Supplementary benefits are frequently provided by way of voluntary schemes, mutual aid funds and, though infrequently, through initiatives mounted by teachers' organisations. Where coverage is part of a general social security scheme, finance is provided in a few countries out of general taxation, but in most cases by employers' and workers' contributions, with or without a state contribution depending on the country. Where teachers are, or are assimilated to, public employees, coverage of risks is assured, as a rule, by a special state or provincial scheme, which may or may not be contributory but frequently is, at least in respect of old-age and retirement benefits and provision for survivors. The large majority of all schemes are administered by the State, at the national or provincial level, through public bodies created for the purpose. In the socialist countries, teachers' organisations (if the scheme is a teachers' one) or more usually trade unions in general, are normally associated with, or responsible for, the administration of social security. This is also so in a few other countries but is the exception rather than the rule.

168. As regards benefits available to and contributions payable by teachers as compared with other workers, it can be said that teachers are generally in at least as favourable a position as the generality of workers and have frequently substantial advantages. This stems usually from their position as public employees, who in many countries receive the various benefits provided as part of their total emoluments, often without contributions. Moreover, the benefits themselves are superior to those provided for the generality of workers. In many developing countries public servants are the only employees covered by any substantial system of social security. An additional factor in their favour is that their general educational level and their stability in employment are such as to facilitate the mounting of supplementary schemes, on a voluntary basis, to finance additional benefits.

169. The Committee was, however, unable on the basis of the information provided, to assess whether the level of benefits which teachers enjoy reached that provided for in ILO Convention No. 102. It was also unable to evaluate to what extent paragraphs 127-138 of the Recommendation, providing for measures for the special protection of teachers, are implemented.

170. The Committee had before it allegations submitted by the Japan Teachers' Union, which stated that the social security provisions applicable to teachers in that country did not correspond to the provisions of the Recommendation. The Government of Japan replied to these allegations. On the basis of the information at its disposal, the Committee is unable to pronounce as to whether these allegations are well founded. It hopes that the special study mentioned in paragraphs 4 and 57 of its Conclusions will throw light on these matters.

CONCLUSIONS

General conclusions

171. The mandate of the Committee of Experts invites it to supervise periodically, the application of the Recommendation concerning the Status of Teachers in all the member States of UNESCO and of the ILO. This mandate cannot be fully carried out unless the greatest possible number of States provide reports, covering the period under examination, and giving the development trends during this period and unless these reports provide as exact information as possible on law and practice with regard to all the provisions of the Recommendation. Yet only 72 States out of 144 replied to the questionnaire as compared with 77 out of 126 in the Committee's previous survey in 1970 and the replies provided for each of the two periods under examination did not always come from identical States. As a result, it is very difficult to make useful comparisons of reported changes over this period and to make meaningful judgments on the way in which the situation has developed. Moreover, while the questionnaire invited the different States to provide elements of information both in a general part, on the application of all the various chapters of the Recommendation, and secondly more thoroughly on various specific problems, the information given in the general part of the governmental reports was so inadequate that the Committee found itself unable to draw any really useful conclusion from it. The Committee is, on this account, unable to fulfil the main part of its mandate.

172. On the occasion of its previous report, the Committee had particularly emphasised that it did not have sufficient elements to evaluate the contents of the idea of academic freedoms of primary and secondary school teachers, and to form an opinion on the conditions in which the provisions of the Recommendation in this respect were being applied. The Committee also stated that the governmental reports did not contain the principal elements of information which had been requested for the purpose of assessing whether the principles set down concerning teachers' remuneration were being respected. It, therefore, expressed the wish that studies be undertaken by UNESCO on the first point, and by the ILO on the second. For these reasons it had not felt it necessary to insist on these problems, though they were essential problems, in the new questionnaire addressed to governments. Since, however, the international organisations had been unable to complete the studies requested in full, and the reports available contained scarcely any new indication on these subjects, the Committee found itself unable to express any opinion or proposal on the application of these chapters of the Recommendation. Because of the serious lacunae and their effect on the present conclusions, the Committee wondered whether it would not be appropriate for it to meet again in the near future, as soon as it had available the results of the studies requested, including the study mentioned in paragraph 174, with a view to adding this material to its report, without which a great deal of the effect of the report would undoubtedly be lost.

173. Since the Committee rendered its last report, the development of education has been influenced by a number of factors, among which the demographic situation has doubtless been one of the most important. In the industrialised countries a decline in the birth rate experienced since 1964 has resulted in a reduction in the numbers of children reaching school age. Hence a number of national reports indicate not only that there is no longer a shortage of teachers, but even in certain cases a surplus, resulting for the first time in unemployment among qualified teachers. On the other hand, among most if not all developing countries the persistence of high birth rates, together with declines in infant mortality, economic and financial difficulties and governmental efforts to make school attendance universal, has brought about the persistence or even an aggravation of teacher shortages. Seen in a dynamic perspective, these shortages are likely to continue. The Committee considers that the situation in these latter countries should lead to a fundamental re-examination of the way of approaching the problem of organising education. Only as examples there might be envisaged use of such methods referred to in certain national reports as ambulant teachers, assistants or even students, subject to a system of supervision. This should be done, of course, in the framework of an integrated effort to increase the number of teachers. The Committee considers that this suggestion be considered in the event of future revision of the Recommendation. Furthermore, in certain developing countries, the shortage of teachers has been aggravated by the brain drain. The Committee expressed the opinion that governments should be invited to seek out the causes of this brain drain - in the area of remuneration, for instance - and to try to provide a remedy. The Committee expressed the opinion, however, that where the

brain drain was among developing countries, its effects at the global level were not alarming and the governments concerned should simply take care, where this was happening, to keep it within limits in accordance with their respective interest.

174. The Committee noted with satisfaction that the majority of the replying governments has declared that their teachers are engaged in pedagogic development by participating at different levels in research, studies and inquiries concerning pedagogical subjects. The replies indicate that the borderline between research on one side and studies and inquiries on another is less distinct in practice than in the questionnaire. The Committee admitting that, thinks, however, that the terminology is not very important when the substance is a row of valuable activities in the interest of a better educational standard.

175. As regards Part B, governments made a clear effort to provide the information requested in as detailed a form as possible. However, there were a number of major gaps and inadequacies. In particular the replies were often superficial or too vague to make it possible to judge the extent to which the Recommendation is actually implemented. Or else the replies were not accompanied by sufficient statistical or other supporting material. The inadequacy of the information communicated by governments was particularly notable with regard to the provisions of the Recommendation on social security. It was not possible to establish from this information whether teachers were covered against all the contingencies provided for in the ILO Convention on Minimum Standards of Social Security, 1952 (No. 102) and whether the benefits provided in all cases reached the standard fixed by that Convention. Because of this grave omission the Committee wished that the ILO carry out with the help of the International Social Security Association a comprehensive study of the situation, the results of which might be examined either during the special meeting envisaged in paragraph 172, or on the occasion of the next periodic survey.

176. It was clearly indicated in the questionnaire that, in accordance with Article 2 of the Recommendation, the inquiry dealt with teachers in public and private establishments. The Committee had, however, the impression that many governments, when preparing their replies, had principally, if not solely, made reference to the public sector. The picture which emerged from the inquiry was therefore incomplete in this respect also. Appropriate measures should be taken in future inquiries, to ensure that the information gathered covered the private as well as the public sector.

177. Experience seems to indicate that the methods adopted to determine the extent of application of the Recommendation are not entirely satisfactory. These methods should be revised in order to permit the Committee to perform its dual mission: firstly, to control the application of the several provisions of the Recommendation by each of the States Members of the ILO and of UNESCO, and, secondly, to draw such conclusions as may be drawn concerning general changes in the status of teachers on the basis of the application of the Recommendation. To these ends, the questionnaire addressed to the governments should periodically be revised on the basis of experience and of the changing situation so as to permit the drawing of conclusions with respect to both of the above-mentioned concerns. If it is considered desirable to limit the examination of the extent of application of the Recommendation to certain of its sections at each period of control, it is important that, in addition to specific questions, there also be requested more general information such as to permit an evaluation of the general development. Perhaps it would be possible to construct a representative sample of the various types of countries. A special effort would be made to request these countries to contribute to this second aspect of the Committee's role. It might also be desirable to hold the sessions of the Committee at more frequent intervals with a view to giving all the sections of the Recommendation the attention they deserve within reasonable time limits. In the second place, the Committee considers that in order to put its mission in a dynamic perspective, it would be desirable to develop the questionnaire in such fashion as to permit comparisons over time in the information given by each country as well as conclusions concerning general changes in the status of teachers from control period to control period. These same concerns lead the Committee to suggest that countries which have not responded to the preceding questionnaire be asked to provide data for the five years preceding the next questionnaire.

178. The Committee wishes to stress the importance of the procedure to be adopted in designing the questionnaire, and would suggest that due regard should be paid for established survey methods.

179. In order to most effectively accomplish its mission, the Committee urgently requests the member governments to provide as complete information as possible on the questions submitted to it. Information as complete and in as much detail as possible is particularly valuable in that it permits the national reports and the reports of the Committee to serve, in so far as possible, as a basis for maximum assistance to the member governments. The Committee, moreover, reminds governments of the desirability of sending a copy of their replies to teachers' organisations, which can then submit their observations. Governments should keep the Committee systematically informed of whether or not they have consulted teachers' organisations in preparing their views. For its part, the Committee believes that for the purposes of its evaluations, it will in future have to rely to a greater extent on other information from official sources to supplement the replies it receives.

180. In conclusion, in view of developments in the economic and social situation together with the qualitative and quantitative changes occurring in the field of education since the date (1966) at which the Recommendation had been adopted, the Committee wondered whether this instrument ought not to be revised either by bringing its fundamental contents up to date, or by extending it to new categories of educators. With regard to the possibility of revising the basic provisions, the Committee singled out a certain number of points which, in its opinion, called for updating and which are mentioned in the body of the present conclusions, and drew the attention of the competent UNESCO and ILO bodies to the fact that it was certainly worth while to consider at this point the possibility of a full-scale revision. With regard to the possibility of extending the application of the Recommendation to new categories, the Committee was informed of the opinion recently expressed by the main teachers' organisations, which, while recognising the need to assure protection for other categories of educators, believed that this should be achieved by means of new international instruments rather than by widening the Recommendation's scope. It considered that the scope of the Recommendation should remain as defined in paragraph 2 of the instrument.

Conclusions on the particular questions

Preparation of primary school teachers

181. While the Recommendation requires that candidates for primary teacher preparation should have completed secondary education and that that preparation should be at post-secondary level (paragraphs 14 and 21), one-third of the reports (23 countries, including five European countries) indicate that these objectives have not yet been reached. Comparison with the reports received in 1969 shows that four countries have raised their training standards to the level required by the Recommendation.

182. A comparison between the situation in 1969 and that in 1975 shows that the level of training of primary teachers has risen in recent years. In a fairly large number of countries one of the results of this trend is the existence of groups of primary teachers trained previously at different levels and under different programmes. The Committee emphasises the need for retraining programmes for teachers originally trained at a lower level, in the interests of the quality of teaching and the unity of the profession.

183. There is a tendency for the duration of primary teacher preparation to become longer, exceeding four years of post-secondary study in some countries. While approving the concern shown by the educational authorities to provide their teachers with a sound initial training, the Committee considers, on the one hand, that the quality of initial training should not be measured only by its length. On the other hand, it stresses that, in accordance with paragraph 32 of the Recommendation, further in-service education should be available to all teachers.

184. There are wide divergencies in the content of preparation programmes and the proportion of time devoted respectively to general education, specialised training and pedagogical training. In view of the fact that in an increasing number of countries the higher classes in primary school tend to be assimilated with lower secondary education, teacher training for this age group gives particular importance to specialised subjects. The Committee considers that whatever amount of time is allocated to the different parts of the programme a reasonable proportion of the programme should be set aside for pedagogical training.

185. In a large majority of countries, the staff of primary teacher preparation institutions have university-level qualifications and this is an essential basis for progress towards the goal expressed in paragraph 25 of the Recommendation. They have experience of teaching and in many cases are engaged in pedagogical research work. In many countries, the student teachers participate in this research.

186. Although the government reports are evasive about the number of teachers in service who do not have the required training, the information given on measures to help primary teachers to complete their qualifications indicate that in some countries the numbers are high. The Committee noted with interest the highly varied programmes and methods used by educational authorities in different parts of the world to improve the training of underqualified teachers. It noted in particular that some countries have adopted and are applying a medium-term plan according to which all underqualified teachers must bring their qualifications up to standard before a given date.

187. The Committee took note of the fact that a large number of teachers who have been trained to a particular level required at a given point in time may find themselves insufficiently qualified on account of the introduction of new curricula and methods. As innovations in the school system are now being made in many countries, systematic refresher courses and further education programmes for all teachers are becoming a necessity as stipulated in paragraphs 31-33 of the Recommendation.

188. The Committee noted with satisfaction the progress which has been made in implementing the notion of in-service teacher education aimed at extending and increasing the teacher knowledge and experience throughout his career, in accordance with paragraphs 31-33 of the Recommendation. The steps taken by a number of countries to facilitate this continuous self-training of teachers, particularly through study leave, are encouraging. The active role played in this sphere by teachers' organisations should also be emphasised. The Committee considers that these dispositions and measures are an essential means of ensuring the quality of primary school staff and that they should be made generalised practice in all countries.

189. Despite the insufficient statistical data available to it concerning the respective numbers of male and female teachers who have benefited from in-service education programmes, the Committee believes it is justified in concluding that the proportion of female teachers participating in these programmes is generally lower than that of male teachers. As in most of the countries which replied to the questionnaire there are more women primary teachers than men, the Committee considers that care should be taken to ensure that men and women teachers may have equal opportunities to participate in the in-service education programmes, according to the spirit of paragraph 7 of the Recommendation.

190. In the light of the foregoing conclusions, the Committee proposes the establishment of centres, institutes or departments, where such do not exist, with a view to enabling the previously mentioned teachers' training activities and research to be carried out in a practical and on-going manner. Institutions which would meet this concern could be of various types, for instance: lifelong education centres; centres for research on the situation of teachers; co-ordinating centres or departments for the practical training of teachers; centres or departments for extension courses for teachers, at home or abroad; centres or institutes for co-ordinating and broadening the relationship between primary, secondary and university teaching.

191. The Committee noted that in a growing number of countries, the training of primary and secondary teachers is organised in the same institutions, along similar lines, lasts for the same number of years and is beginning to contain substantial common elements in its professional aspects. This co-ordination which the Recommendation encourages (paragraphs 10(e) and 24) is likely to contribute to mobility within the profession (paragraph 40). The Committee considers that this and other forms of co-ordination or organic relation may make it possible for all teachers to make their maximum contribution to teaching and in the short term will help to reduce the differences in status associated with levels of education. Although the Committee is aware that, for economic and other reasons, some countries cannot envisage arriving at equality of status for the different levels of education in the near future, it hopes none the less that the trend mentioned above and other new factors will contribute to achieving this ultimate and desirable goal.

Pedagogical preparation of secondary school teachers

192. The Committee noted that according to two-thirds of the reports received, the content of pedagogical preparation programmes for secondary school teachers is in accordance with the provisions of the Recommendation. Although some traditional elements, comparative education for example, were omitted from the programmes of a number of countries, many reports mention extra subjects not included in the Recommendation. These programme changes undoubtedly reflect new needs and dimensions in education which should be taken into account in a possible revision of the Recommendation.

193. The information provided on the place allocated to pedagogical training in the general training of secondary school teachers raises several questions. Firstly, the duration of pedagogical preparation in a number of countries is too short given the total duration of training programmes. Secondly, there seems to be a tendency for teachers who will be in charge of lower secondary education, i.e. younger pupils, to be put through a shorter course than those training as upper secondary teachers. Lastly, the duration of teaching practice seems to be generally insufficient. The Committee recalls the need to apply paragraphs 20-21 of the Recommendation which provide that the preparation programmes should reach a similar level whatever the category of teachers receiving training.

194. The Committee regrets that more than half of the reports contain no information on the pedagogical preparation of teachers for technical schools. It expresses concern at the apparent trend revealed by several reports for candidates for technical teaching not to receive as sound a pedagogical training as their colleagues in general teaching. The Committee recalls the provisions of the Recommendation which stipulate that sound pedagogical training is essential for all categories of teachers including teachers for technical secondary schools, a requirement which is specially emphasised in the Revised Recommendation concerning Technical and Vocational Education (UNESCO, 1974).

195. While the measures taken, more or less recently, in a number of countries to ensure adequate pedagogical training for secondary school teachers seem to be in conformity with the Recommendation, there remains the problem of teachers in service who have been recruited with little or no pedagogical training. In several countries, between 30 and 50 per cent of all secondary school teachers in service belong to one or other of these categories, and the Committee reminds the countries concerned of the need to organise in-service education programmes for such staff. It seems indeed that the authorities are generally aware of this necessity and take steps to enable teachers in service to acquire the pedagogical qualifications which they lack.

196. The in-service education programmes designed for secondary teachers with a view to enabling them to keep abreast of progress in their subjects and of developments in pedagogical methods and techniques seemed to be increasingly frequent and diverse. It should be emphasised that the pedagogical questions of topical interest occupied a considerable place in these programmes. In the absence of information on the situation of teachers in private schools, the Committee expressed the wish that these teachers might participate in in-service education programmes on the same footing as teachers in the public sector. The duration of these programmes varies and can be as much as a school year in the case of study leave. Study leave of this kind is becoming institutionalised in several countries.

197. The Committee notes with satisfaction that such programmes are organised not only by the government authorities but also by the training establishments, including the universities, and by various scientific or professional organisations. The active role of the teachers' organisations, mentioned in several reports, seems particularly important in this sphere and the Committee considers that the participation of these organisations in the preparation of such programmes should be encouraged in all countries.

198. From the relatively few indications concerning participation in in-service education programmes in 1972-73, the Committee has the impression that the number of secondary school teachers who have in fact benefited from these programmes is too low in relation to the total number of teachers in this category. It considers that it is the responsibility of the authorities to take immediate financial and administrative steps to ensure access to life-long training programmes for all teachers, in accordance with the spirit and text of the Recommendation.

Teacher involvement in educational change

199. The Committee noted the statements in the majority of governmental reports according to which teachers' organisations are consulted at the initial stage of elaboration of national educational plans and policies. It regrets however that this consultation, provided for in paragraph 9 of the Recommendation, does not take place in some cases, either because of the lack of teachers' organisations or because of the attitude of the authorities. The Committee was particularly concerned at the situation in one country in which the government systematically refuses to consult a representative teachers' organisation despite its representative nature. The Committee points out, however, that the representatives of the teachers in these consultations should be chosen by the representative teachers' organisations or at least with their agreement.

200. A great majority of the reports mention the existence of joint commissions on which teachers' organisations and the educational authorities are equally represented; this seems to indicate a growing influence exerted by such organisations on the development of the educational system.

201. A considerable number of reports mention the active participation of representatives of teachers' organisations in the work of the Technical Committee established by the authorities to seek solutions to specific problems, such as the revision of school curricula, the introduction of new pedagogical methods, etc. The Committee welcomes the fact that several governments express their appreciation of the important contribution made by teachers' organisations to the renewal and improvement of teaching. It hopes that the examples quoted in certain reports may be followed in other countries.

202. The reports from several countries stress that the role of the representatives of teachers' organisations within the bodies established by their governments is not purely consultative but that these representatives also participate in decisions on certain questions. The Committee considers that the two aspects of the role of teachers' organisations - that of consultation and that of decision - correspond to the spirit of the Recommendation.

203. The Committee examined carefully the reservations and critical comments expressed by several teachers' organisations concerning the procedures and efficiency of the consultations between the authorities and teachers at national level. These organisations complain in particular that their views are not taken into consideration, that they are presented with faits accomplis and that the authorities consulted individual teachers rather than the organisations' accredited representatives.

204. The Committee considers that the situations which give rise to this criticism could be more easily avoided if there were official regulations laying down the procedure for consultation and co-operation between teachers and their organisations, on the one hand, and the educational authorities on the other. According to the reports received, most of the countries do not have regulations of this sort. It is, however, encouraging to note that a certain number of countries adopted such regulations during the last five years. The Committee expresses the hope that other countries will follow their example.

205. Many reports point to considerable teacher participation at the level of individual schools and local communities, in activities to renew educational curricula and methods such as the preparation of school textbooks and teaching materials. It would seem that in a large majority of countries the teachers are free to use what methods they like, in accordance with paragraph 61 of the Recommendation. In several cases, the reports mention the active role played by teachers in the bodies responsible for education at district and regional level.

206. If there are many countries without official regulations governing consultations at national level between teachers' organisations and the authorities, there are even more without official texts laying down the teachers' right to depart from established practice in the exercise of their daily activities. The absence, moreover, of official regulations does not in any way prevent teachers in some countries from taking innovative action, the value of which is subsequently recognised by the authorities. The Committee notes with interest that several governments explicitly recognised that the teachers in their country were the main moving force behind educational innovations and reforms.

Trade union rights and collective bargaining

207. The Committee notes from the replies of governments that in most of the countries which replied to the questionnaire teachers enjoy the right to form and join organisations of their own choosing. However, in some countries, restrictions are placed on teachers' right to organise: in some cases, they are deprived of the right to form and join trade union organisations because they are part of the public service and may only set up - sometimes subject to the approval of the governmental authorities - occupational associations which are not authorised to play the same role as unions; in other cases, they may not freely choose the organisation which they wish to join; in yet other cases they must belong to a specified organisation. The Committee recalls that the Recommendation contains numerous provisions recognising the important contribution which teachers' organisations can make to improving the teaching system and defending the interests of teachers. As the Committee emphasised in paragraph 336 of its previous report, these organisations cannot fulfil their role unless teachers enjoy full freedom to form and join organisations of their own choosing. The Committee also considers that the teachers' organisations must enjoy the right to draw up their action programme freely and have the right to freely organise their activities, and that governments must not seek to exert any influence in this regard nor refuse to accept as a valid interlocutor an organisation which does not correspond to their concept of what constitutes a professional or trade union organisation. The teachers' organisations must also have the right to join, in full freedom, national and international workers' federations. They do not seem to enjoy the rights mentioned in a number of countries and yet these rights form a fundamental and inalienable element of freedom of association as defined in the ILO Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), referred to in the preamble to the Recommendation.

208. Regarding the right of teachers to negotiate salaries and working conditions with their employers through their organisations (paragraphs 82 and 83 of the Recommendation), the Committee notes that, although teachers in the private sector, like other workers in this sector, generally appear to enjoy this right, it is not yet granted to those in the public sector in many countries. Generally speaking, the question arises in such countries as to whether countries which have a special statute for the public service can be considered to have granted their officials true collective bargaining rights, in so far as the agreements entered into have no legal status giving them binding force.

209. The Committee noted with interest that in certain countries there had been over the last years a trend towards greater participation of teachers' organisations in determining the conditions of employment of teachers in the public sector. It noted that the number of countries in which the methods of determining salaries and other conditions of employment of teachers in the public sector correspond exactly to paragraphs 82 and 83 of the Recommendation, that is, in which there is collective bargaining leading to agreements which legally bind the employer, is still very low. In a significant number of countries, bargaining between the teachers' organisations and their employer generally leads to the conclusion of agreements which are politically and morally binding on the authorities but which require the adoption of laws or regulations in order to become mandatory. The Committee appreciated the efforts made by the governments of those countries to reconcile the spirit of the Recommendation with the legal provisions applicable to the public service, which do not authorise the making of collective agreements binding on the State vis-à-vis its employees. The Committee considers that the situation existing in these countries may be compatible with paragraphs 82 and 83 of the Recommendation, in so far as true bargaining exists, conducted in good faith and on terms of equality, and the public employers make all possible efforts to have the results of the negotiations endorsed by the competent authority.

210. The Committee noted, however, that in most of the countries which replied to the questionnaire, the salaries and working conditions of teachers in the public sector - in view of their status as public servants - continue to be determined unilaterally by the public authorities and that the role of the organisations is restricted to submitting observations or requests to the competent public authorities, or to being consulted by them, without being able to exercise any real influence on the decisions taken. This situation is contrary to the Recommendation, and the Committee hopes that the governments of the countries concerned will take the necessary measures to give state and private teachers' organisations the right of negotiation which is recognised by paragraphs 82 and 83 of the Recommendation. Such measures are all the more necessary because, in a majority of countries, most

eachers are employed in public sector which therefore plays a predominant role in establishing conditions of employment for all teachers, private employers tending in practice to follow the conditions of employment provided in the state schools.

211. Paragraph 84 of the Recommendation provides that appropriate joint machinery should be set up to deal with the settlement of disputes between teachers and their employers. The Committee notes that there are few countries in which the machinery for settling disputes corresponds to the provisions of the Recommendation. Although in most countries recourse to tribunals seems to exist where there are disputes involving individuals which raise points of law, it would seem that in most countries no machinery exists for settling collective disputes, which are dealt with informally between the parties. Where machinery does exist, this generally involves an outside body with a role of mediation, conciliation or arbitration. The Committee can only renew the observation made in paragraph 338 of its previous report, in which it was stated that disputes are rarely brought before "joint machinery" on which teachers and their employers are directly represented, on a footing of equality. In the Committee's view, the failure to implement this part of the Recommendation is an indication that the machinery provided for in the first sentence of paragraph 84 is not adapted to the system governing teachers in the public service in many countries. A new formulation, which would distinguish the various types of disputes to be settled, taking account of the particular characteristics of the public service which employs the majority of teachers, and which would aim at ensuring that jointly agreed impartial and independent machinery be set up - instead of providing for one sole possible method of settling disputes - might provide a way out of the present dilemma. The Committee considers that this question could be examined, in the event of a revision of the Recommendation being considered.

212. Paragraph 84 of the Recommendation also provides that if the means and procedures established for these purposes should be exhausted or if there should be a breakdown in negotiations between the parties, teachers' organisations should have the right to take such other steps as are normally open to other organisations in the defence of their legitimate interests. The Committee stated in its last report that it considered this provision to imply that teachers' organisations should have the right to strike. The Committee notes that in many of the countries which replied to the questionnaire, strikes are still prohibited for teachers who have the status of public servants, or for all teachers. The Committee points out that paragraph 84 of the Recommendation applies to all teachers without any distinction based on their legal status and that, whilst a restriction on strikes may be acceptable during the course of the procedure for the settlement of disputes, as long as there is no breakdown in negotiations between the parties, a total ban on strikes by teachers is incompatible with this provision.

213. The examination of the measures taken to apply the provisions of the Recommendation concerning trade union rights and collective bargaining shows that the main difficulties of application arise in the case of teachers forming part of the public service. Occupational relations within the public service are undergoing major changes at the moment in many countries. At the international level, the International Labour Conference of the ILO is to discuss the adoption of an instrument on this subject in 1977 and 1978. The Committee warmly welcomes these developments and hopes that it will have a positive impact on the position of teachers. It reiterates the hope that the governments of countries in which teachers who form part of the public service do not enjoy the rights provided for in paragraphs 82-84 of the Recommendation will endeavour to grant these rights either within the framework of the general measures for the public service or as measures specifically for teachers.

Employment and career

214. The government reports show that in all countries professional qualifications are the primary criterion applied in recruiting teachers. The Committee attaches great importance to the criteria for recruitment being based, as provided in paragraph 11 of the Recommendation, on the necessary moral, intellectual and physical qualities and on the professional knowledge and skills required for the exercise of the teaching profession and considers that no account should be taken of other criteria unrelated to the exercise of the profession.

215. The Committee noted that in some countries persons who do not possess all the necessary qualifications may nevertheless be appointed on a temporary basis.

However, the Recommendation does not authorise distinctions in the qualifications required - nor in conditions of employment - depending on whether employment is permanent or temporary. The Committee therefore considers that if such measures are inevitable in countries with a serious shortage of qualified teachers, as provided for in paragraph 141 of the Recommendation, they should not be resorted to permanently, as this would undermine the efforts to promote a high standard of teaching and improve the status of teachers, of which the Recommendation is an expression. Once persons are admitted to the teaching profession in this way, measures should be taken to enable them to acquire the qualifications necessary for the post within a certain time and a temporary engagement should not be extended beyond a specified period, in accordance with paragraph 144(2) of the Recommendation.

216. The Committee considers that the provisions in force in some countries, by which the candidate for recruitment is required to support the ruling political system or ideology, are contrary to paragraph 7 of the Recommendation, which provides that the preparation and employment of teachers should be free from any form of discrimination notably on grounds of religion or political opinion. The Committee noted moreover that in many countries the candidate must possess "moral qualities", "good morals" or "be of good conduct", and that this sometimes has to be attested by a certificate issued by the police authorities, another public authority or an authority forming part of the ruling political party. The Committee considers that if this latter requirement would have the effect of making admission to the teaching profession subject in practice to political control on the part of the public authorities or of a political party, thus keeping out of the profession persons otherwise fully qualified but who do not share the views of these authorities or of the party in question, such a situation would be incompatible with paragraph 7 of the Recommendation.

217. Paragraph 44 of the Recommendation stipulates that promotion should be based on strictly professional criteria. It would seem that in all the countries which replied to the questionnaire, the promotion criteria are essentially professional. The Committee noted that in some countries promotion is subordinate to the acquisition of higher qualifications or participation in training or further training courses. These requirements are in keeping with the aims of the Recommendation as regards the further training of teachers. They nevertheless presuppose, in accordance with paragraphs 32-34 of the Recommendation, that institutions and in-service further training courses be made available free of charge to all teachers and that they be given every facility to participate in training activities. The Committee recalls in this connection that, according to paragraph 91 of the Recommendation, teachers should be given the time necessary to take part in in-service training programmes and that under paragraph 95 they should be granted study leave at intervals, on full or partial pay.

218. The Committee noted that, in addition to the factors mentioned, the promotion criteria of some countries include other factors which it may be more difficult to evaluate objectively, such as character, attitude or personality. It calls attention to the importance of the clearest and fullest possible definition of all promotion criteria. Personal qualities certainly play an important role in the teaching profession. When assessing teachers for promotion purposes, however, the competent authorities should endeavour to maintain the greatest possible objectivity in evaluating such qualities, so as to avoid all discrimination based on the grounds set out in paragraph 7 of the Recommendation and in conformity with the principle expressed therein in paragraph 46.

219. Promotion procedures should be designed to ensure, in accordance with paragraph 44 of the Recommendation, an objective assessment of qualifications by reference to established criteria. In most cases, the replies provided by governments do not enable the Committee to assess the objectivity of the procedures established. It notes that in a number of countries inspectors' reports or the annual reports prepared by the hierarchical superior play an important role in the assessment of teachers' qualifications for promotion purposes. It recalls in this connection that according to paragraph 63 of the Recommendation any systems of inspection or supervision should be designed to encourage and help teachers in the performance of their professional tasks and should be such as not to diminish the freedom, initiative and responsibility of teachers and that, according to paragraph 64, any assessment should be objective and should be made known to the teacher, who should have a right to appeal against assessments deemed to be unjustified.

220. The Committee concludes from the replies of governments that security of employment for teachers when changes take place in the organisation of a school

system, which is provided for in paragraph 45 of the Recommendation, is ensured in varying degrees from one country to the other, depending, in some countries, on whether or not the teachers belong to the public service or even varying within the public service. Teachers with the status of public servants often enjoy complete security of tenure unless they are guilty of a serious breach of discipline, but this protection does not extend to teachers who are not established or permanent. On the other hand, the only security of tenure in the private sector is often that resulting from the shortage of teachers, except in so far as private teachers benefit from the guarantees governing all salaried employees. The periods of notice necessary for the termination of a teacher's contract sometimes appear to be insufficient. In order to ensure better application of paragraph 45 of the Recommendation, measures should be taken in many countries in respect of temporary or non-established teachers in public schools and teachers in private schools. The Committee noted with interest the information supplied by some governments concerning the arrangements taken to facilitate the re-employment of teachers affected by reorganisation measures or reductions in staff, or agreements between teachers' organisations and employers laying down the procedures to be followed and safeguards to be applied in the event of staff cuts. Other countries might take these measures as models. In the Committee's opinion, the problem of job security for teachers is increasingly important at present, due to the fact that in certain countries, principally because of a decline in the birth rate, there is a gradual shift from a shortage to a surplus of teachers.

221. Regarding the disciplinary safeguards provided for in the Recommendation (paragraphs 47-52), the Committee noted that the provision that penalties for breaches of professional conduct should be clearly defined (paragraph 47) and the provision that the authorities or bodies competent to propose or to apply sanctions and penalties should be clearly designated (paragraph 48) seemed to be generally applied. The procedural safeguards provided for in paragraph 50 appear to be applied in most countries. The Committee nevertheless noted that in two countries a teacher dismissed for disciplinary reasons is not entitled to be heard in his own defence and that in three countries there is no right of appeal against a disciplinary measure. The Committee emphasises that the right to defend oneself and to be defended and the right of appeal are fundamental safeguards and are essential features of an equitable procedure. The governments of the countries in question are disregarding the Recommendation and should take the necessary action to provide teachers with these safeguards.

222. The Committee noted that in a great number of the codes of ethics or codes of conduct, as drawn up in some 30 countries, well-defined criteria concerning professional failings appeared alongside subjective and unspecified requirements for teachers' conduct, which related to the ideas prevailing in their milieu. Most of these codes seem to have been drawn up by the governments and authorities concerned either without the participation of the teachers' organisations or after merely perfunctory consultations. These codes seem to be characterised by stricter requirements concerning teachers' conduct, including the threat of disciplinary sanctions, than the codes drawn up by the independent teachers' organisations. As provided for in the Recommendation (paragraphs 71 and 73), a code of ethics should be drawn up by the teachers' organisations to ensure the prestige of the profession and respect for its standards. The Committee is obliged to draw attention to the differences which exist between the codes recommended in paragraph 73 and those imposed by the authorities and employers which, when adopted without consultation or without the agreement of the teachers' organisations, are contrary to paragraph 71 of the Recommendation. The Committee considers that the significant number of requirements in these codes concerning the morality, attitudes and opinions of teachers, call for closer study, preferably in the context of the study on academic freedoms at present being carried out. The results of this study will perhaps indicate whether international model regulations might promote a better status for teaching personnel.

223. With regard to the role of teachers' organisations in the field of employment and career, the government replies show that in most countries the teachers' organisations participate in one manner or another in defining recruitment policy. The Committee nevertheless noted that there are countries in which they play no part in this activity contrary to the provisions of paragraph 38 of the Recommendation. Moreover, the Committee is generally unable, on the basis of the information available, to assess the degree to which teachers' organisations have a major or decisive influence on the measures taken in this field. It would appear that in most countries the influence of the teachers' organisations finally depends on their political weight.

224. With regard to the role of teachers' organisations in determining promotion criteria, this appears to be informal and consultative in most of the countries which provided information on this point. In some countries, union agreement is required before the adoption of rules applicable to teachers whilst in others it would appear that the negotiations between teachers' organisations and the competent authorities also cover promotion policies. The Committee nevertheless noted that in some countries the teachers' organisations have no role whatsoever in this field. This conflicts with paragraph 44 of the Recommendation, which recognises their right to be consulted.

225. Paragraph 49 of the Recommendation provides that teachers' organisations shall be consulted when the machinery to deal with disciplinary matters is established and paragraph 51 recommends that teachers be judged with the participation of their peers. These two provisions appear to be applied in only a minority of countries. In most countries, the teachers' organisations participate in disciplinary procedures merely as advisers or defenders of the persons involved and in about ten countries, the replies from the governments show that they do not, or are not allowed to, take any part in the disciplinary procedure. The Commission must therefore call the attention of governments and responsible authorities to the need to involve teachers and their organisations more closely in disciplinary procedures, both at the time of establishing such procedures and during their application, in accordance with paragraphs 49, 50(c) and 51 of the Recommendation.

226. The Recommendation gives particular attention to the employment of women in the teaching profession by recalling in paragraph 7 the principle of non-discrimination on the basis of sex, and recommending in paragraphs 54-58 a number of measures for teachers with family responsibilities. The Committee noted from the government reports that although, generally speaking, the provisions of laws, regulations and agreements relating to recruitment, careers and working conditions make no distinction between teachers on grounds of sex, measures seem to be necessary in many countries to ensure that women teachers enjoy equal career opportunities in practice. These measures might echo the efforts undertaken systematically in some countries to urge women teachers to accept posts with responsibility, efforts which the Committee noted with interest. The Committee also calls attention to paragraph 56 of the Recommendation, according to which facilities should be provided for the care of the children of teachers. Measures in this field would enable women teachers to devote themselves more effectively to their career by relieving them of some of the load of their family responsibilities.

227. The Committee considers that in cases where figures in its report, such as those quoted in paragraph 43 and commented on in paragraph 145, throw light on the persistence of inequitable circumstances surrounding the career development of women teachers, there is no case for continuing to justify the absence of special measures to eliminate discrimination on the basis of sex, cannot, in the view of the Committee, continue to be justified. In this connection reference may be made to the terms of the ILO Discrimination (Employment and Occupation) Convention, 1958 and the UNESCO Convention against Discrimination in Education, 1960. Article 3 of the former states that each Member for which this Convention is in force undertakes by methods appropriate to national conditions and practice: (a) to seek the co-operation of employers' and workers' organisations and other appropriate bodies in promoting the acceptance and observance of this policy; (b) to enact such legislation and to promote such educational programmes as may be calculated to secure the acceptance and observance of the policy; (c) to repeal any statutory provisions and modify any administrative instructions or practices which are inconsistent with the policy; (d) to pursue the policy in respect of employment under the direct control of a national authority; (e) to ensure observance of the policy in the activities of vocational guidance, vocational training and placement services under the direction of a national authority. The Committee considers that, whether or not any State has ratified these Conventions, if it seriously wishes to ensure in practice equality of opportunity and treatment in regard to the recruitment and promotion of teachers with a view to eliminating any discrimination on grounds of sex, it should take positive steps, appropriate to national conditions and practice, on the lines indicated in Article 3 cited above.

228. The Committee noted, in conclusion, that in one of the countries which replied to the questionnaire, teachers who marry are not allowed to remain in a post giving entitlement to a pension. This conflicts with paragraph 54 of the Recommendation, which provides that marriage should not be a bar to the continued employment of women teachers, nor should it affect remuneration or other conditions of work. The government of the country in question and the governments of countries where similar situations exist should therefore put an end to this practice in compliance with the Recommendation.

Social security

229. The Committee found that in most cases the replies provided by governments were insufficiently detailed to enable it to acquire a clear idea of the manner in which certain provisions of the Recommendation are applied. In some cases, also, the replies could be evaluated only on the basis of other information concerning the national social security system which had not been supplied. The conclusions which the Committee can draw from these answers are therefore rather general, and would need to be confirmed or invalidated by further study based on more detailed information and, if necessary, more varied sources. The Committee expressed the wish that the ILO undertake with the help of the International Social Security Association a comprehensive study of the application of the provisions of the Recommendation concerning social security, for examination by the Committee at a special meeting or at its next ordinary session.

230. According to paragraph 126(1) of the Recommendation, teachers should be protected by social security measures in respect of all the contingencies included in the International Labour Organisation Social Security (Minimum Standards) Convention, 1952 (No. 102) namely medical care, sickness benefit, unemployment benefit, old-age benefit, employment injury benefit, family benefit, maternity benefit, invalidity benefit and survivors' benefit. The Committee finds, on the basis of the information available, that teachers are protected against all these eventualities in only about ten countries. Old age and invalidity appear to be covered in nearly all countries which replied to the questionnaire as are also sickness benefits and medical care. In some countries, maternity benefits do not appear to be provided. Neither do benefits for employment injuries. The latter hazard appears to be covered by the general sickness and invalidity benefits rather than by a special scheme. Teachers receive no family benefits in many countries where, generally speaking, there is no social security scheme covering family responsibilities, and in the great majority of the countries which replied to the questionnaire, they are not covered by social security in the event of unemployment, either because no workers in the country enjoy such protection or because they belong to the public service in respect of which it is generally considered that unemployment is an unlikely event. The Committee noted several cases in which teachers in the private sector or those employed in the public sector without having the status of public servant, nevertheless do not appear to be covered by the unemployment insurance scheme applicable to workers in the private sector in general. In view of the unfavourable development of the employment market for teachers and the existence of a surplus of qualified teachers in some countries, the Committee stresses that the gaps in social protection against unemployment may have more serious practical consequences today than in the past in the countries concerned.

231. The Committee points out that, according to the Recommendation, teachers, whether employed in the public or private sector, should be protected against all the contingencies mentioned above, even if the country's workers as a whole do not enjoy such protection. In cases where no general scheme is in existence for one or more of the contingencies, paragraph 139(2) of the Recommendation provides that special statutory or non-statuory schemes should be established for teachers. Measures of this type should be taken in many countries.

232. Regarding the level of protection enjoyed by teachers, the Committee was unable to judge the extent to which the various countries apply paragraph 126(2) of the Recommendation, according to which the standards of social security provided for teachers should be at least as favourable as those set out in ILO Convention No. 102. In order to do so, it would need more detailed information on the nature and amounts of social security benefit provided for teachers in the various countries. It could then supplement this information with that supplied to the ILO by the governments which have ratified Convention No. 102 and the conclusions drawn therefrom by the ILO's supervisory bodies.

233. The Committee was also unable, on the basis of the information available, to decide whether students already employed regularly in the teaching profession and teachers on probation enjoy the same protection as other teachers as provided for at the end of paragraph 125 of the Recommendation, nor to what extent effect is given to paragraphs 128-138 of the Recommendation, which provide for special benefits complementary to the standards of Convention No. 102, such as extension of the duration of sickness benefit in cases in which teachers have to be isolated from pupils (paragraph 129(3)), the protection of teachers against the consequences of injuries suffered during school activities away from school premises

or grounds (paragraph 130), occupational disease benefits for infectious diseases prevalent among children, when contracted by teachers exposed to them by virtue of their contact with pupils (paragraph 131) or the maintenance of acquired pension rights in the event of transfer to employment under another education authority (paragraph 132). The Committee considers the application of these provisions to be of particular importance because they were designed to take into account employment conditions peculiar to teachers and that they should therefore be the subject of a more detailed examination.

234. As regards the type of scheme by which teachers are given social security protection, paragraph 139 of the Recommendation provides for recourse, wherever possible, to a general scheme applicable to the public or private sector as appropriate and, where no such scheme exists for one or more of the contingencies to be covered, the establishment of a special scheme for teachers. In addition, where the level of benefits under a general scheme is below that provided for in the Recommendation, it is recommended that it be brought up to the necessary standard by means of supplementary schemes. The Committee noted that in 16 of the some 60 countries which provided information on this item, teachers are covered for all contingencies by the general social security scheme applicable to all workers or residents, most of the countries applying the same scheme to all teachers, but some applying it only to teachers in the private sector. In about 20 countries, teachers are covered against all the contingencies by a special social security scheme which, except in two cases, is that of the public service; in the two cases in question, there is a special scheme for teachers based on that applicable to the public service. In 25 countries, teachers are covered by a combination of various schemes according to the contingency (general scheme, public service scheme, special or supplementary schemes) or by the general scheme covering all contingencies, supplemented, for all or some contingencies, by the public scheme and/or special schemes for teachers. Special or supplementary schemes exist for specific contingencies (usually unemployment and old age) in about 20 countries. When these schemes are of a mutual type or are reserved for the members of trade union organisations, as is the case in most countries, the teachers' organisations are obviously associated in their administration, as provided for in paragraph 140 of the Recommendation. In the cases of a special scheme for teachers in one country and supplementary ministry of education schemes in several countries, the government reports contain no information on this point.

235. The Committee raised the question of whether the Recommendation allowed implementation of its provisions through voluntary insurance schemes. It requested that the ILO's study mentioned in paragraph 57 of these conclusions be as fully informative as possible in this regard, to enable the Committee to decide on this issue.

236. It would appear that in many countries, public teachers receive better social security protection than private teachers, although according to paragraph 125 of the Recommendation, all teachers, regardless of the type of school in which they serve, should enjoy the same or analagous social security protection. Countries in which this situation exists, should remedy it as rapidly as possible. Moreover, the Committee would be in a better position to assess the degree of application of the relevant provisions of the Recommendation in countries where the social security protection of teachers is ensured by a combination of several schemes if it possessed information on the manner in which these schemes are co-ordinated.

237. The Committee notes that section 132 of the Recommendation proposes portability of pension credits earned by a teacher from one education authority to another. The Committee suggests that in any future revision of the Recommendation serious consideration be given to provision for vesting or portability of pension credits between systems in the event of a teacher leaving the profession or a member of another pension system entering the teaching profession.